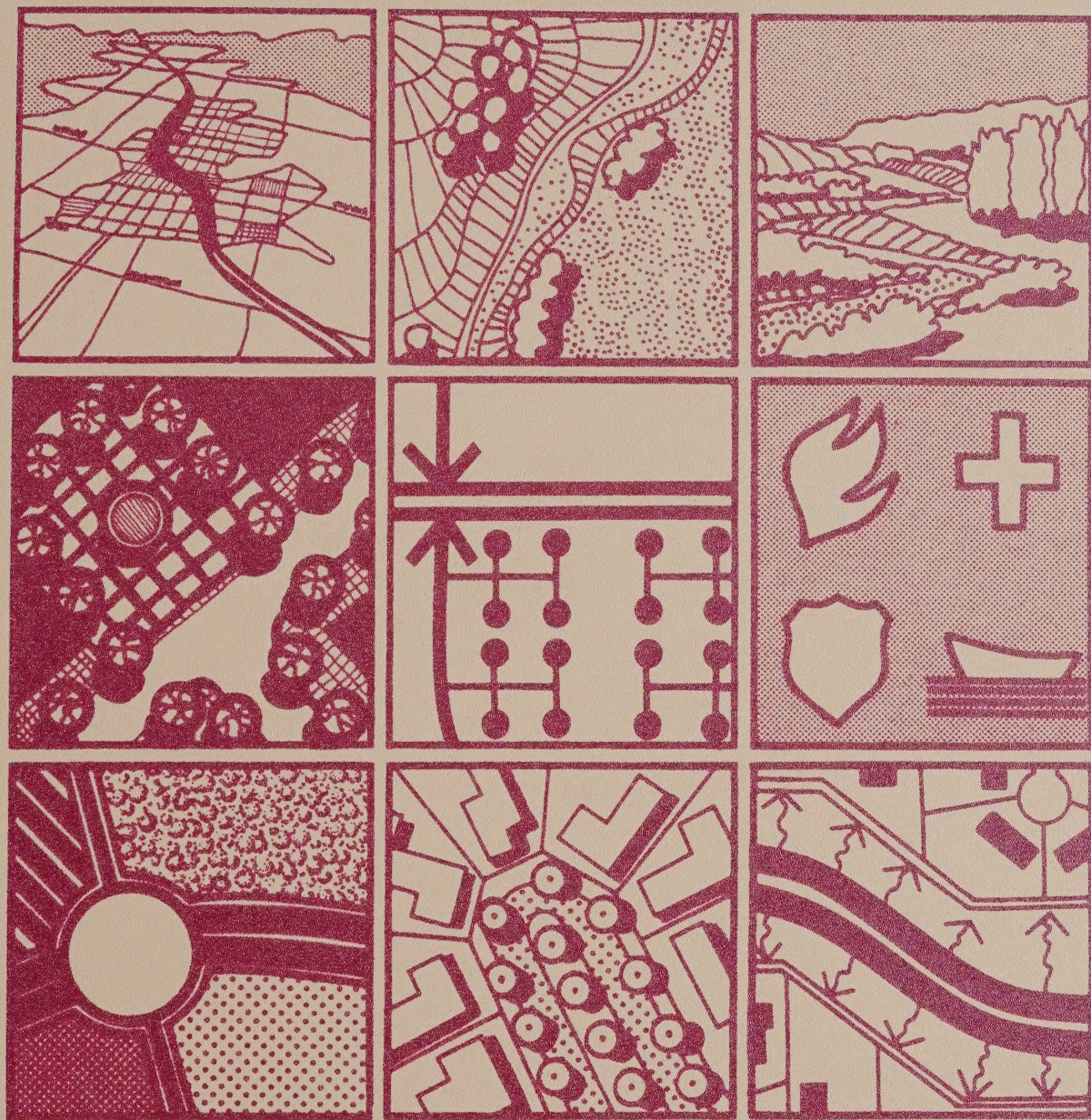


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SALINAS GENERAL PLAN

Plan Policies

SALINAS GENERAL PLAN

Plan Policies

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June 15, 1988

Planning Commission recommendation to the Salinas City Council for approval of the Salinas General Plan and Housing Element by Resolution No. 88-6.

November 15, 1988

City Council certification of the Environmental Impact Report, adoption of the Salinas General Plan and Housing Element by Resolution No. 13292 (N.C.S.).

Environmental Impact Report State Clearinghouse
No. 87012703.

This General Plan may be amended from time-to-time to reflect changed development policy. To receive information about such changes please contact:

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1. SETTING

The General Plan is a statement of Salinas' development intentions looking ahead from 1988. More than two years in preparation, the Plan draws its policies from the scores of citizens who participated formally and informally in making both difficult and easy choices. The Plan is shaped by physical, economic, legal, and political conditions and requirements, and by the processes described in this section.

1.1 A REGIONAL CAPITAL IN A CHANGING ECONOMY

At the north end of the long Salinas Valley lies the city of Salinas, the processing and shipping point for the nation's "salad bowl." Perfect rows of vegetables meet the city's sharp urban edge, contrasting with the vaguely defined boundaries that characterize so much of urban California. Salinas is the capital of its region: the retail center; the location of federal, state and county offices; the medical center; and the media center. With over 100,000 residents, Salinas has been among the state's 10 fastest growing cities in its population range during the 1980s. Another 100,000 people live 20 minutes west on the Monterey Peninsula and the urban belt extending north to Marina, but land is running short there. Salinas has ample space to grow, but only if prime agricultural land is converted to urban use.

Incorporated in 1874, the town dates from 1856. Salinas began as a cattle-raising center and, through the California Rodeo, pays homage annually to this western heritage. Stronger points of identification today are vegetables and the life and work of author John Steinbeck. Growing sugar beets for the huge mill at Spreckels (1899-1982) established large-scale irrigated agriculture, and with the development of refrigerated rail cars in the 1920s, Salinas began supplying lettuce to the entire nation.

Workers leaving the midwestern Dust Bowl of the 1930s were followed by field workers from Mexico. As wages and housing standards improved, labor camps were replaced by urban apartments. In the 1950s and 1960s, the Firestone tire plant and new food processors diversified the local economy, but 2,400 jobs were lost through plant closures during 1980-82. Since then, growth has continued despite little change in agricultural and manufacturing employment. As with the state and national economies, jobs have been added in retailing, services and military-related employment. Countywide employment gains have averaged 1.8 percent per year between 1980 and 1987, while countywide population has grown at 2.8 percent.

1.2 THE GENERAL PLAN AS A CONSTITUTION

A General Plan for a city functions much as a constitution for a nation. It is a statement of the community's vision of its long-term or ultimate physical form and, desirably, a guarantee of a stable development policy. State law requires each city and county to adopt and maintain a General Plan consisting of seven elements (land use, circulation, housing, open space, safety, conservation, and noise) that must be consistent, each with the others. The Salinas General Plan also adds a City Design Element. City actions, such

as those relating to zoning, subdivision approval, housing allocations, and capital improvements must be consistent with the General Plan.

The Salinas General Plan is not simply a compendium of ideas, data and wishes: it consists of a diagram (a drawing that shows arrangement and relations) and carefully worded policies, accompanied by explanations needed to make the reasons for the policies clear. The diagram is referred to as the General Plan Map. The Plan has three purposes:

1. To enable the City Planning Commission and City Council to reach agreement on long-range development policies;
2. To provide a basis for judging whether specific private development proposals and public projects are in harmony with the policies; and
3. To allow other public agencies and private developers to design projects that are consistent with City policies, or to seek changes in those policies through the process of amending the General Plan.

The Plan must be:

Long-range: However imperfect our vision of the future is, almost any development decision has effects lasting more than 20 years. The Salinas General Plan is geared to geographic size and population that could be approached by 2005, but may not be reached until much later because of economic and demographic trends or environmental constraints.

Comprehensive: It must coordinate all major components of the community's physical development. The relationship between land-use intensity and traffic is most obvious.

General: Because it is long-range and comprehensive, the Plan must be general. The Plan's purpose is to serve as a framework for detailed public- and private-development proposals. It establishes requirements for additional planning studies where greater specificity is needed before the City can act on development proposals.

The General Plan is implemented by the weekly decisions of the Planning Commission and City Council and by the zoning and subdivision ordinances, precise plans, redevelopment plans, and the City's capital-improvement program.

The zoning ordinance includes detailed use classifications and standards. The zoning map must be consistent with the General Plan map, but will not be identical to it, particularly in areas where changes in use are anticipated during the 20-year time period of the General Plan. For example, land currently zoned and used for agriculture would retain agricultural zoning until an urban-development proposal is approved. The General Plan text includes policies that will require revisions to zoning regulations following Plan adoption.

1.3 PUBLIC PARTICIPATION IN THE PLAN-MAKING PROCESS

Revision of the General Plan kindled a new level of interest in Salinas planning issues. In the past, most residents apparently had been content to leave decisions to the City staff, the Planning Commission, and the City Council. Initially there was doubt that people would take the time to attend General Plan meetings, but it soon became apparent that many residents wanted to see their ideas included in the Plan.

The public-participation program began in November 1985 with a public meeting at which the process was described and participants were asked to name the issues they believed were important. In December, meetings were held in North, East, and South Salinas to ensure that neighborhood as well as citywide concerns would be addressed.

At a community meeting in May 1986 devoted to discussion of *Working Paper 1: Existing Conditions and Planning Issues*, the League of Women Voters presented a request for a citizens' advisory committee to be formed, stating that the existing format did not provide enough time to discuss issues. The City Council agreed, and created five Task Forces: Economic Development and Redevelopment; Environmental; Housing; Parks; and Traffic.

Each Task Force consisted of 10 to 12 core members appointed by the City Council. The coordinator selected by each Task Force served on a Steering Committee that was charged with mediating differences among the Task Forces. The Task Forces included members of the City Council, Planning Commission, Airport Commission, Traffic and Transportation Commission, Library Commission, and Parks and Recreation Commission, in addition to residents selected for their interest and knowledge in each subject area.

The Task Forces met frequently, starting in August, 1986, and contributed ideas to *Working Paper 2: Analysis of Planning Options*, which was completed in November. *Working Paper 3: Comparison of Alternative Sketch Plans* (April 1987) illustrated the planning options (choices) requested by the Task Forces. The three Sketch Plans were intended to focus debate on the choices by illustrating the effects of alternative policies.

In May 1987, the Task Forces completed their assignment by delivering to the Planning Commission a detailed report and General Plan map recommending the content of the Draft General Plan. Components of each of the Sketch Plans were included, but alternatives calling for minimum growth were rejected. Instead, the report advocated that the growth rate be determined by ability to meet quality standards. In late June 1987 the City Planning Commission conducted a hearing, discussed each planning option, and gave direction to the staff and consultant for preparation of the Draft General Plan. On most major issues, the Commission and Task Forces were in agreement.

1.4 PLANNING CONTEXT

Planning Area

California planning law directs a city to include within its planning area "any land outside its boundaries which, in the planning agency's judgment bears relation to its planning." The boundaries of the Salinas Planning Area have been set by those geographic points most distant from the city in each direction that are of specific concern, thus forming the boundaries of a rectangular map. These are: North -- Northern edge of Monterey County's proposed Area of Development Concentration (Rancho San Juan); East -- Corner of Williams Road and Old Stage Road; South -- Spreckels and the Firestone Plant (Salinas Valley Business Center); West -- Highway 183 at San Jon Road.

The total area measures 80 square miles of which 17.7 square miles were within the City of Salinas in 1987. The Salinas Planning Area falls within the 161-square-mile Greater Salinas Planning Area defined by the Monterey County General Plan.

Previous General Plan

The revised General Plan amends and supercedes the following plans and documents which constituted the previous Salinas General Plan:

- Salinas General Plan, 1960
- Interim Development Policies, 1973
- Rossi-Rico Area Land Use Plan, 1976
- Carr Lake Area Plan, 1976
- Santa Rita Land Use Plan, 1977
- Hebbbron Heights Area Plan and Program, 1978
- North/East Salinas Land Use Plan, 1981
- East Romie Lane/Blanco Road Area Land Use Plan, 1981
- North Salinas Area Land Use Plan, 1982
- Salinas Municipal Airport Land Use Plan, 1982
- Housing Element, 1982
- Natural Resources of the Salinas Area, 1976
- Seismic Hazards Technical Report, 1977

The General Plan supercedes and amends the land-use section of the Central City Revitalization Plan dated July 8, 1974. Additionally, the General Plan amends the land uses in the Amended Buena Vista Redevelopment Plan and the Amended Sunset Avenue Redevelopment Plan, as contemplated by those plans.

Monterey County Plans

Consistency between the Salinas General Plan and the Monterey County General Plan in unincorporated portions of the Salinas Planning Area is desirable. However, each governmental entity is charged with preparing and adopting a plan it believes serves the general welfare. Differences in development philosophy, level of detail, and time frame lead to inconsistencies. Continuing discussion is needed in an effort to reach agreement on major land use and circulation issues.

The Monterey County General Plan, adopted in 1982, was updated by the Greater Salinas Area Plan (GSAP), adopted in 1986. A major proposal of the GSAP is a 2,300-acre Rancho San Juan Area of Development Concentration (ADC), which adjoins Salinas north of Russell Road, that is intended to remain unincorporated and to be served by an on-site sewage-disposal system. The Salinas General Plan should be amended to include Rancho San Juan after Monterey County adopts a specific plan with adequate mitigations in accordance with Greater Salinas Area Plan Policies.

The West Bypass Road, needed to serve both city and regional traffic, is not shown on the GSAP. Otherwise, portions of the Salinas General Plan beyond the city's growth area are consistent with the GSAP, except for the Rancho San Juan proposal.

Monterey County Local Agency Formation Commission (LAFCO)

LAFCO must approve changes in the boundaries of all cities and special districts and their spheres of influence (ultimate service areas). Salinas' sphere should include the entire area designated for urban use by the General Plan. As of January 1988, Salinas' sphere of influence included only a portion of the area designated for urban use. Revising the

sphere boundary to include the urban area indicated on the General Plan map would represent a commitment ultimately to serve urban development, but would not require Salinas or LAFCO to encourage urban development or approve all annexation proposals within the sphere of influence.

Monterey County Airport Land Use Commission (ALUC)

The ALUC, created by state law, is composed of seven members: two representing cities; two representing the County; two representing airport operators; and one representing the public. Its purposes include making recommendations for the use of land surrounding airports to assure safety of air navigation, and promoting air commerce. Once an airport land-use plan has been adopted by the ALUC, city and county General Plans must be made consistent with it, unless the city or county legislative body votes by two-thirds majority to overrule and makes specific findings. The Salinas General Plan is not consistent with the Salinas Municipal Airport Land Use Plan adopted by the ALUC in 1982. One or both plans will have to be revised, or the City Council will have to overrule the ALUC plan.

1.5 USING THE GENERAL PLAN

This volume, *Plan Policies*, includes policy statements, the General Plan Map, and supplementary maps designated as part of the General Plan.

(Note that the Housing Element policies are included in the Plan; and data required by state guidelines is published in Appendix A.) Supporting material found in other documents includes:

1. Environmental Impact Report (EIR) on the General Plan.
2. Salinas Planning Area Master Environmental Assessment (MEA), a compilation of environmental data used in preparing the Environmental Impact Report (EIR) on the General Plan and suitable for use in the preparation of project EIRs.
3. *Citywide Traffic Circulation Technical Report* (prepared by DKS Associates).

Adopted Policies and Maps

The adopted General Plan is composed of policies; land-use classifications; the General Plan Map; the City Design Framework, and the Greenways, Parks and Schools Map. Two types of policies are included in the Plan: *Guiding Policies* are the City's statements of its goals and philosophy; *Implementing Policies* represent commitment to consistent actions. Adopted policy statements are printed in roman type in the Plan; explanatory material is italicized and is not adopted. Cross-references in the text are intended to lessen confusion that often results from the overlapping requirements for Plan elements required by state law.

Text and policies within each element are organized by subject. The General Plan map is located in the back of this volume.

Section 3.2, How to Read the General Plan Map, establishes rules for map interpretations.

1.6 RELATIONSHIP TO PRECISE PLANS

Precise plans are a means of systematic implementation of the General Plan. A precise plan must be consistent with the General Plan, but adds detail -- notably a program of implementation measures including regulations, programs, public works projects, and financing measures.

The General Plan's Conditional Growth Areas (Figure 1) are large holdings. Development plans have been prepared by developers for some areas, but much of the Conditional Growth Area will not be available for development in the near term. The General Plan provides a framework, but is not an adequate basis for preparation of tentative subdivision maps because it is not based on sufficiently detailed studies or knowledge of the capabilities and intent of potential developers of these areas. Precise plans are needed as an intermediate step. Figure 1 indicates Conditional Growth Areas, all of which are to be included in precise plans as required by Policy 3.1.J. The City will set boundaries for each precise plan at the time detailed planning is appropriate, and may require that a single plan include multiple ownerships.

Refer to the Glossary for a definition of precise plan.

1.7 RELATIONSHIP TO ECONOMIC DEVELOPMENT ACTION PLAN AND STRATEGY

Salinas maintains an Office of Economic Development as part of a continuing program to improve the local economy. The Economic Development Strategy and Action Plan prepared to guide the Office's work lists six goals:

- A. Expand the local tax base,
- B. Create jobs,
- C. Diversify the local economy,
- D. Reduce the number of business closures/failures,
- E. Increase new business formation, and
- F. Increase the sales and profitability of local businesses.

Objectives in support of the goals are stated and specific strategies are proposed.

General Plan policies, while focusing on physical development, support the Economic Development Action Plan in the following ways:

- Providing for population growth consistent with maintenance of environmental standards;
- Improving the quality of life by reducing traffic congestion, adding parkland and open space, and establishing design policies that will result in high-quality development; and
- Providing ample space for retail, office, and industrial expansion.



This map is a part of the General Plan

**FIGURE 1:
EXISTING URBAN AREA AND CONDITIONAL GROWTH AREAS**



- • • SECTOR BOUNDARY
- EXISTING URBAN AREA
- CONDITIONAL GROWTH AREAS
- ANNEXED 1988
- NOT ANNEXED 1988

1.8 KEEPING THE GENERAL PLAN CURRENT

All elements should be reviewed and updated at least every five years. State law requires the Housing Element to be updated at five-year intervals.



2. CITY DESIGN ELEMENT

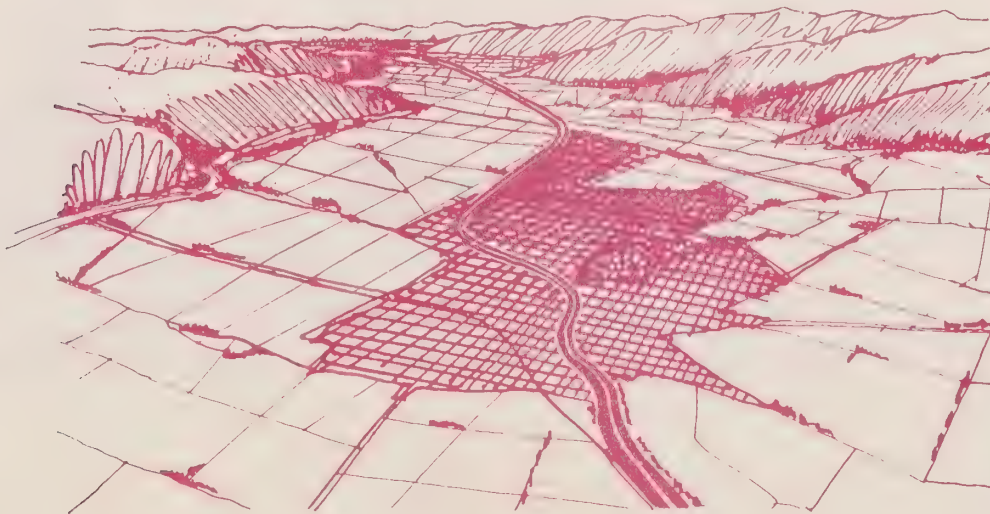
When a community commits an exceptional amount of time, energy and dollars to planning, it is to create a more beautiful place to live. Salinas residents sent a concise message during the General Plan revision: "Build better quality." Describing needed services and facilities is an essential, but not sufficient function of the General Plan. The City Design Element makes commitments to public and private improvements that will enhance the image of Salinas in the eyes of both residents and visitors.

The City Design Element describes the visual assets to be conserved and the approach expected from future project designers. It avoids both excessively general policies calling for everything to be "well-designed" and detailed standards that should be set for specific conditions or locations. Section 2.6, Framework for Project Design, calls for preparation of detailed design guidelines and plans that will be a bridge between the General Plan and the direction that project designers will need.

The City Design Element responds to the visual concerns raised by policies in other General Plan elements. Specific references alert readers of other elements to the importance of design quality. The City Design Element appears first because, more than any other element, it describes the city the General Plan envisions.

2.1 EDGES, ENTRANCES AND FREEWAY VIEWS

Salinas is still small enough to be dominated by its open-space setting. It stands near the mouth of a narrow valley that produces about half the nation's lettuce, broccoli and cauliflower. It has sharply defined edges and does not touch any other city; there is little of the scatter that blurs city form in so many California urban areas. Machined furrows vanishing to mountains on two sides hold the arriving visitor's interest until, suddenly, the city is there.



Guiding Policies: Edges, Entrances, and Freeway Views

A. Maintain Salinas as a freestanding city with sharply defined edges.

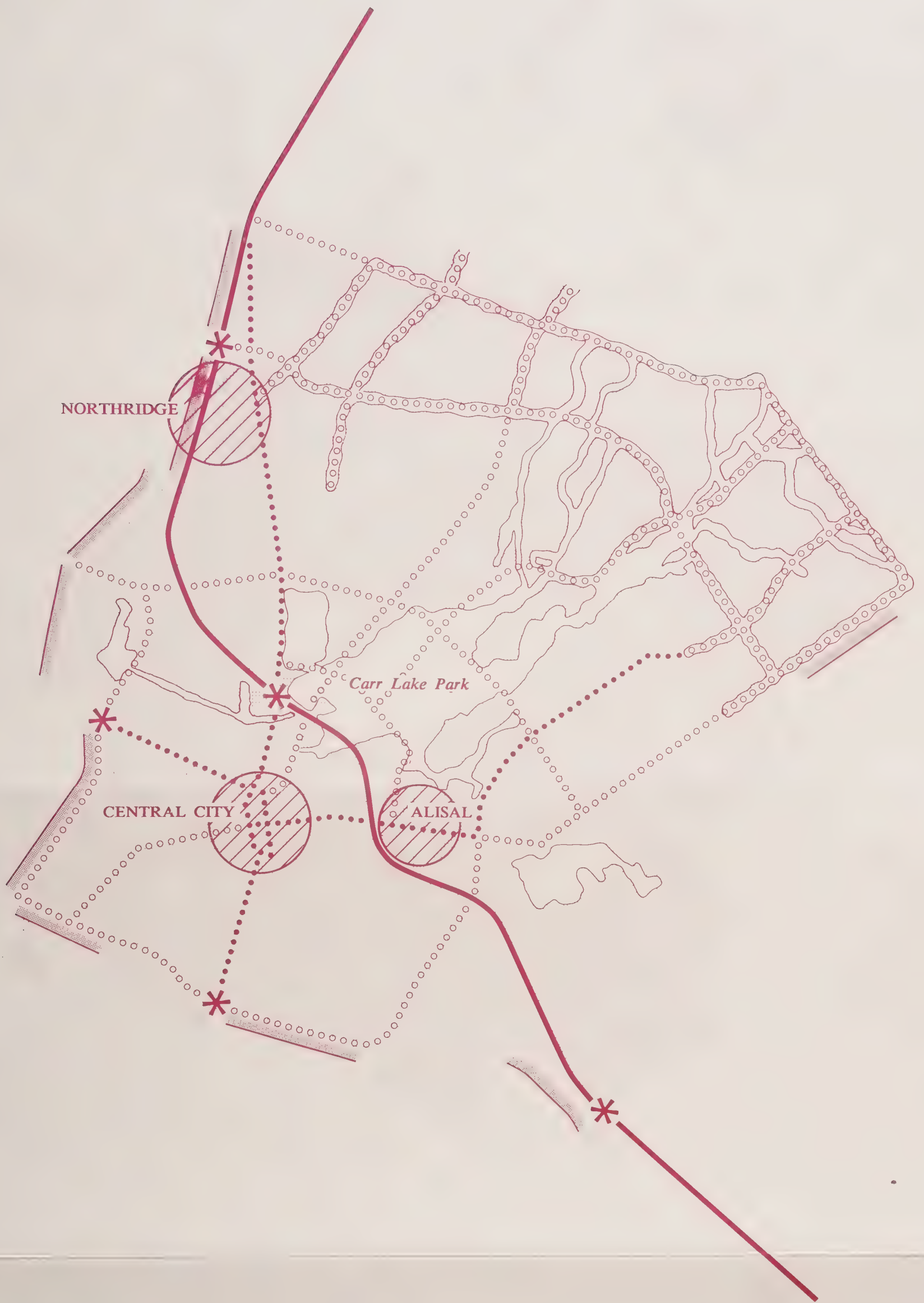
The 1.8 miles of lettuce fields between Blanco Road and the Salinas River are visually the most important (and, fortunately, the most productive) in the Planning Area because they provide the city's unique green frame. Arguably there is no other agricultural open space in California of comparable visual value.

B. Maintain awareness of the open-space setting from within the city by using roadway segments to form the boundary between urban development and open space. Landscape those urban-edge segments identified in Figure 2.

Davis Road and Blanco Road take traffic around, rather than through neighborhoods, and provide a buffer between agricultural operations and homes. The Plan maintains this condition along Highway 101 north of Alvin Drive and at most other existing and future edges. For many residents a trip on a boundary street may be the only opportunity to experience the city's open space setting during a typical workday.

Where street right-of-way lines are along the city boundary and additional right-of-way is needed to increase capacity or provide additional landscaping, City-County co-operation will be essential.





This map is a part of the General Plan

FIGURE 2: CITY DESIGN FRAMEWORK



	PRIORITY ARTERIAL LANDSCAPE ENHANCEMENT		FOCAL POINT
	ARTERIAL LANDSCAPE ENHANCEMENT		MAJOR ENTRANCE
	GREENWAY AND LANDSCAPE ENHANCED ARTERIAL		MAJOR OPEN SPACE
	URBAN EDGE LANDSCAPING		URBAN AREA

BLAYNEY-DYETT, URBAN AND REGIONAL PLANNERS

-
- C. Create entrances that announce arrival and set a tone for the part of the city they introduce.

Everyone remembers entrances, favorably or unfavorably. Figure 2 designates the most important points of arrival in Salinas. Thought given to signs, lighting, landscaping, and building placement can make each one an asset.

- D. Design the city and Highway 101 landscaping to make Salinas interesting and attractive as seen from the highway (Figure 3).

Additional landscaping should consider the impact on commercial development that depends on highway visibility.

Implementing Policies: Edges, Entrances, and Freeway Views

- E. Work with Caltrans to create a varied landscape within the highway right-of-way that screens less attractive views, but allows views that are attractive or that provide orientation to the city.

Neither a green tunnel nor a commercial strip are desirable. Carr Lake Park will be Salinas' most important statement to the freeway traveler. The Boronda office site will display high-quality office-park standards, and Northridge Shopping Center is a major destination deserving identification. In some landscaped areas, additional planting will be necessary.

- F. Provide long vistas into Carr Lake Park from the Highway 101.

The city's principal visual asset should be on display to persons traveling to and through Salinas.

- G. Reserve the Boronda office site for the kinds of corporate users who want visibility and are willing and able to meet standards that will enhance Salinas' attractiveness.

Because Salinas has so little visible freeway frontage available for development, the Plan gives priority to development that clearly will be an asset to the community as a whole.

- H. Continue to regulate signs visible from the freeway to allow traveler-dependent businesses to identify their services while avoiding clutter.
-

- I. Work with Caltrans to improve freeway signs.

Present signs give no help in finding Central City.

2.2 FOCAL POINTS AND LINKS

Growth diminishes the prominence of physical features that make a small city's form understandable and satisfying to its residents. Even high-quality new development has a sameness that can dominate unless new landmarks are added and old ones emphasized.

Guiding Policies: Focal Points and Links

- A. Increase awareness and enjoyment of the city's form by emphasizing existing focal points and giving priority to improving arterial streets that connect focal points and public uses.
 - B. Establish high standards for pedestrian- and vehicle-circulation networks in Conditional Growth Areas.
-

Implementing Policies: Focal Points and Links

- C. Develop Carr Lake Park and the Sherwood Complex as the city's centerpiece and the meeting point of its North, East, and South Salinas communities.
 - D. Strengthen the design of the Northridge Shopping Center and relate it to proposed new development as the focal point for North Salinas; maintain the Central City as a focal point for South Salinas; and create a focal point for East Salinas, including commercial development on East Alisal Street.
-

New retail development adjoining Northridge will provide an opportunity to create a stronger visual focus. Construction of Steinbeck Plaza in the 100 block of Main Street will ensure Central City's status as the citywide focal point. East Salinas has a more difficult task due to limited retail potential. A project such as the proposed Portales de Alisal must rely on architectural quality and cultural activities, as well as retail and office functions, to attain status as a focal point.

- E. Give priority to enhancing the arterial segments that link the focal points as shown on Figure 2. Use large, closely spaced trees, median planting (where space permits), and other street-design components to emphasize the entire length of Main Street, West Market Street, East Alisal Street, and Sanborn Road from Alisal to Del Monte Avenue.
-

All arterial streets should be generously landscaped, but these links define the city's form and must be seen more as grand boulevards than as commercial strips.

- F. Link city neighborhoods together by enhancing designated arterials with landscape elements.
-

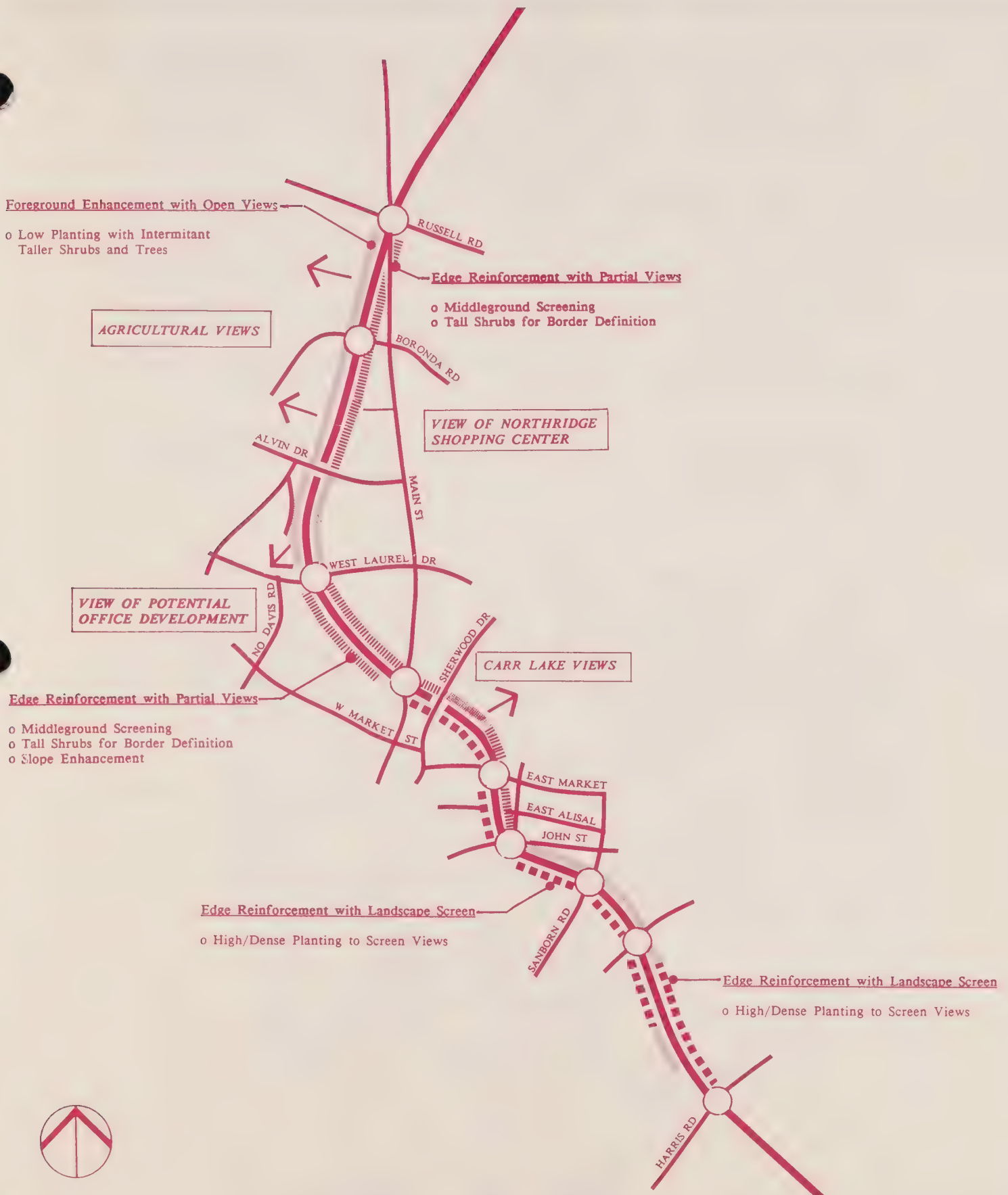


FIGURE 3: HIGHWAY 101 LANDSCAPE AND VIEW CONCEPTS

The roadway segments designated in Figure 2 for arterial landscape enhancement were selected because they are the most prominent arterials and, in the case of roads in the existing urban area, have right-of-way sufficient for additional landscaping.

- G. Design roads through Carr Lake Park to minimize their impact on the park and its use, and to maximize opportunities to travelers who pass through the park to view and experience its natural setting.

The Bernal-Madeira Connector and Constitution Boulevard can provide the kind of park experience available from similar roads crossing Golden Gate Park in San Francisco, and Balboa Park in San Diego.

- H. Provide landscaped medians on all new arterial streets and on existing arterials where space permits.

Portions of only three streets -- North Main, Blanco Road, and Natividad Road -- now have landscaped medians. Protected left-turn lanes are needed to provide intersection capacity, and medians eliminate the "highway look" that results from four to six lanes of uninterrupted asphalt.

- I. Use trees and other street-design components to give each street a distinctive personality.

Abutting uses, the probability of new development, capacity needs and available right-of-way will be design parameters. Improvements will be phased over a 20-year period, but it is important that design standards be set soon so that new development projects can be required to install conforming improvements.



RETAIL FRONTAGE



WIDENED ARTERIAL



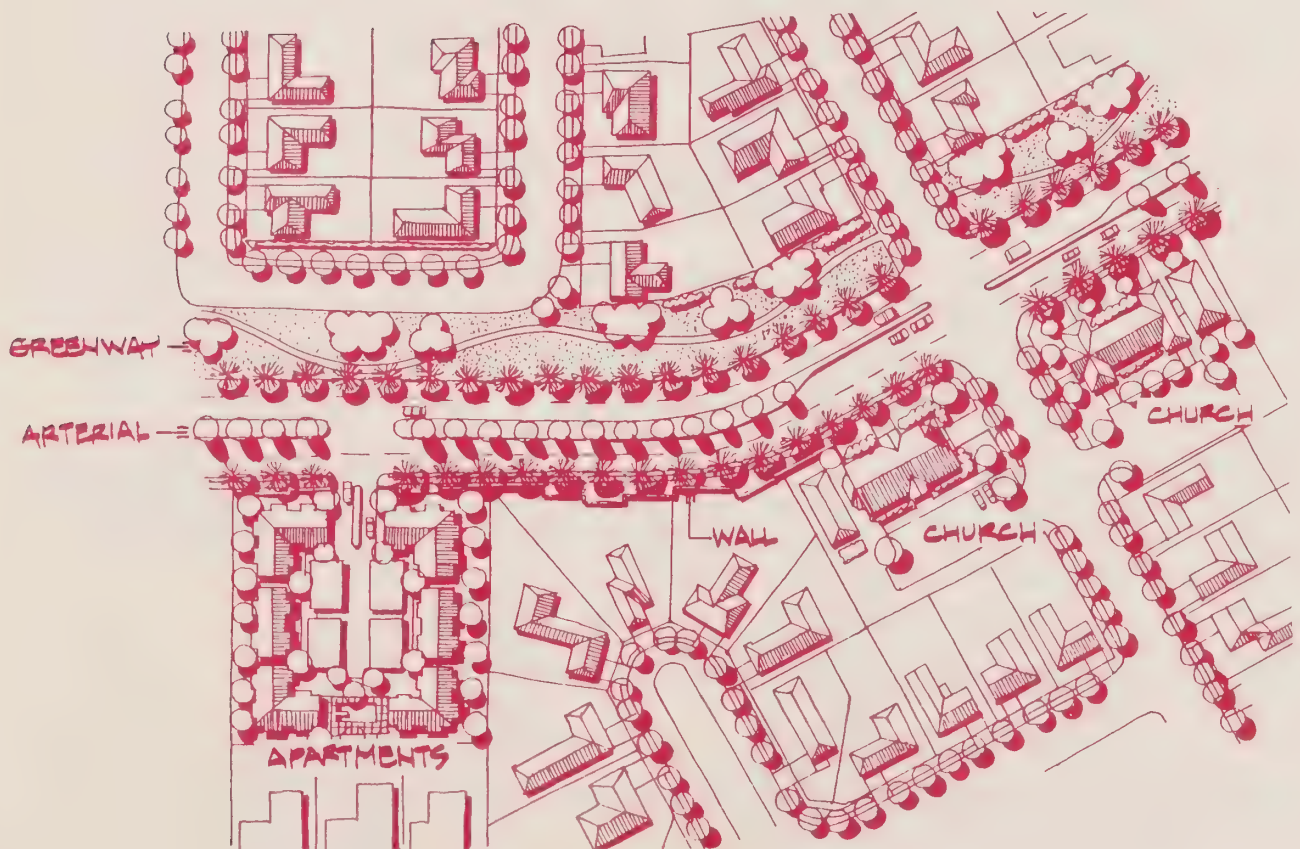
NEW ARTERIAL

- J. Provide greenways, which average 60 feet in total width, along one or both sides of landscape-enhanced arterial streets where indicated on Figure 2.

Greenways are to provide bike paths (one- or two-way), pedestrian paths, turf, trees and shrubbery, berms, and, at intervals, sitting and limited recreation facilities.

Purposes are:

- *To avoid the need for continuous sound-attenuation walls along heavily traveled residential frontage;*
- *To give arterial streets a parkway character;*
- *To provide pleasant bike and pedestrian paths away from traffic;*
- *To provide additional open space near high-density residential complexes on or near arterial streets.*



2.3 DESIGN OF RESIDENTIAL AREAS

(See related policies in Section 3.3 of the Land Use Element)

People's satisfaction with their community as a whole is strongly dependent on how they feel about their own neighborhood. The City Design Element sets policies that will be used to guide preparation of precise plans for new residential areas. Existing neighborhoods offer examples of design successes and some failures, but Salinas has, for the most part, been spared the cookie-cutter monotony often found in rapidly growing urban areas.

New residential development will occur mainly in large projects that provide an opportunity to create an entire neighborhood in a short time, but at the risk of an over-planned look. The General Plan does not attempt to establish neighborhood boundaries. In some cases they will be obvious, but in others, individuals will describe the extent of their neighborhood differently. What is important is that residential areas have a distinct identity, appear not too large, and are visually connected to a school, a park or a shopping center that serves residents.

Guiding Policies: Design of Residential Areas

- A. Require infill development to respect the scale and character of existing neighborhoods.

Bulky apartments have blocked sun, views, and intruded on the privacy of adjoining houses at some locations in East Salinas and South Salinas.

- B. Control the amount of variety in housing types and designs to avoid both monotony and visual chaos.

- C. Create and preserve identifiable neighborhoods and sub-neighborhoods.

Much of South Salinas has identity because it was built in small increments in different decades; there are many custom homes and one-of-a-kind apartment buildings. In Conditional Growth Areas, large projects will predominate and identity will be strong only if it is consciously designed.

- D. Require residential projects to contribute to the quality of the city as seen from arterial, collector, and local streets.

- E. Require residential properties to be maintained in good condition.

Implementing Policies: Design of Residential Areas

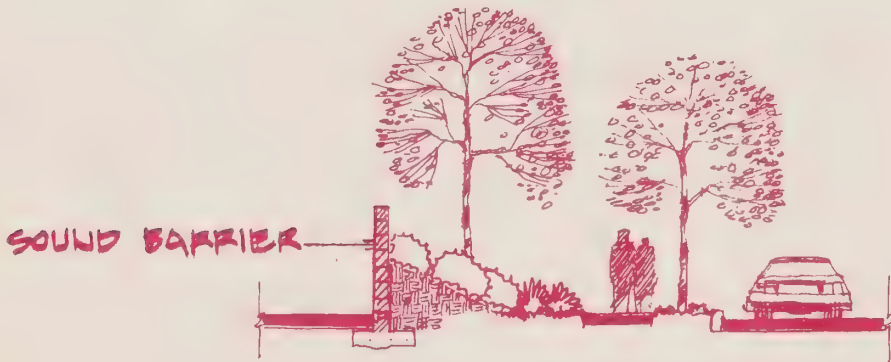
- F. Encourage simultaneous development at different locations in Conditional Growth Areas with several builders active in each location.

This is an assured way to introduce variety in design and price.

- G. Require architectural variety: different floor plans and massing; articulated roofs and facades; and varied siting, setbacks, and finish materials.

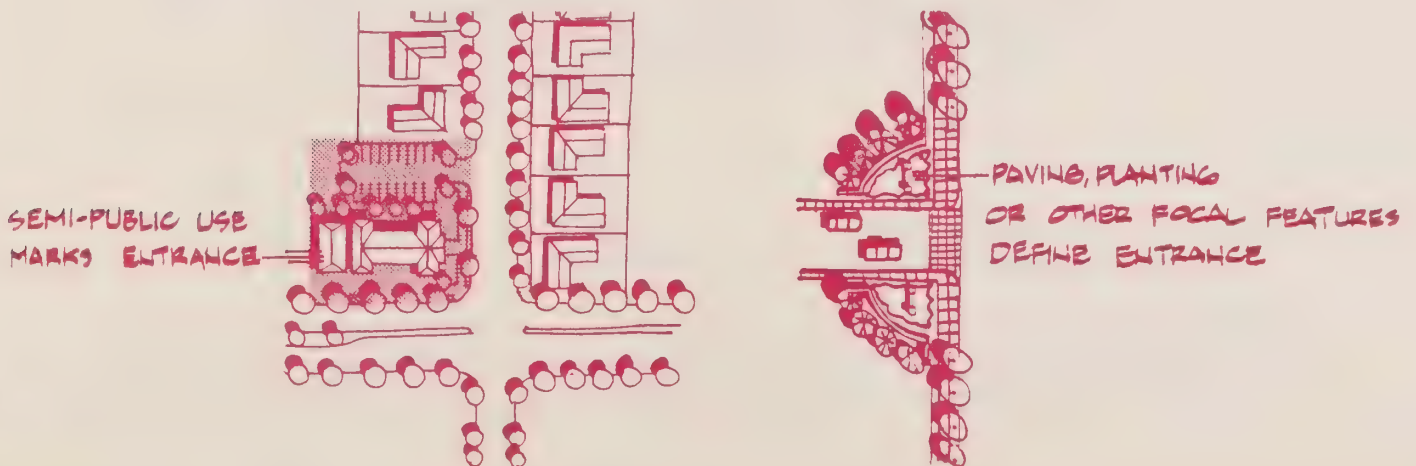
- H. Minimize the use and visual effect of sound-attenuation walls; avoid large parking areas and blank building walls facing streets or adjoining properties.

Earth berms and planting should be used to screen walls and parking.

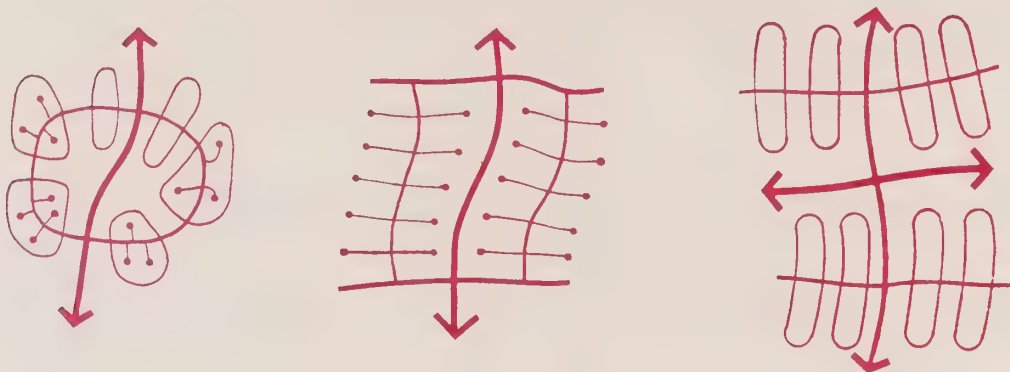


- I. Provide neighborhood-entry points and focal points that create a sense of neighborhood structure.

It should be easy to tell someone how to find your house or apartment. Entries can be stone gateposts or special paving, but a small tree grove or a church at a turning point may also serve.

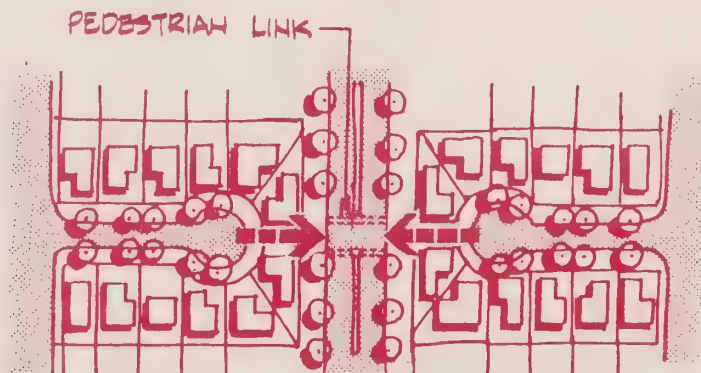


J. Use distinctive street patterns to differentiate neighborhoods.



K. Make the hierarchy of streets -- arterial, collector, subcollector, and local street or cul-de-sac -- logical and, therefore, understandable to drivers. Design the street system to minimize the traffic past each house.

L. Provide a few pedestrian/bike shortcuts that offer a reason not to drive everywhere.



M. Favor arterial street frontage for uses that require large sites and can help establish orientation and scale for the neighborhood.

Parks, schools, places of religious assembly, and care homes -- every use that needs a location in a residential area except single-family homes with their individual driveways -- can abut an arterial street. Often, access will be from another street.

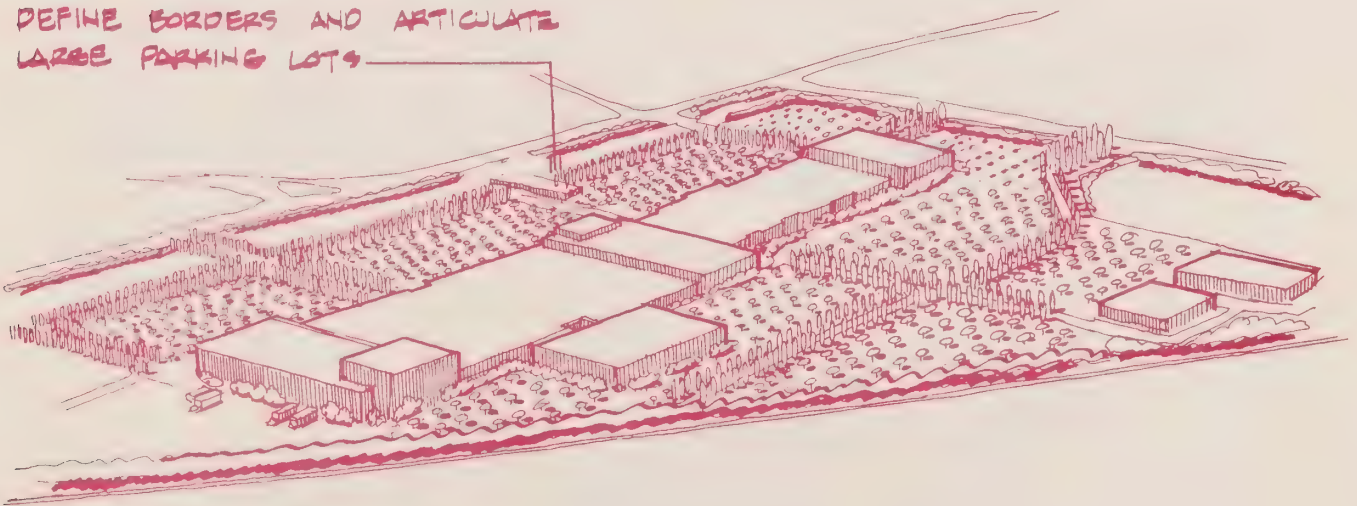
2.4 DESIGN OF NONRESIDENTIAL AREAS

Because retailers need visibility, retail development is a major component of Salinas' visual environment. Where fault can be found, the complaint is more likely to be that retail development is too dull rather than too garish. Office developments are attractive, but not prominent at the city scale. Central City redevelopment efforts have preserved the feel of the downtown when it was unchallenged, while avoiding historic cuteness. Industrial developments -- both business-park and the larger food-processing industries -- generally are built to designs appropriate for their functions. Problems result from the presence of a few obsolete plants that are undermaintained.

Guiding Policies: Design of Nonresidential Areas

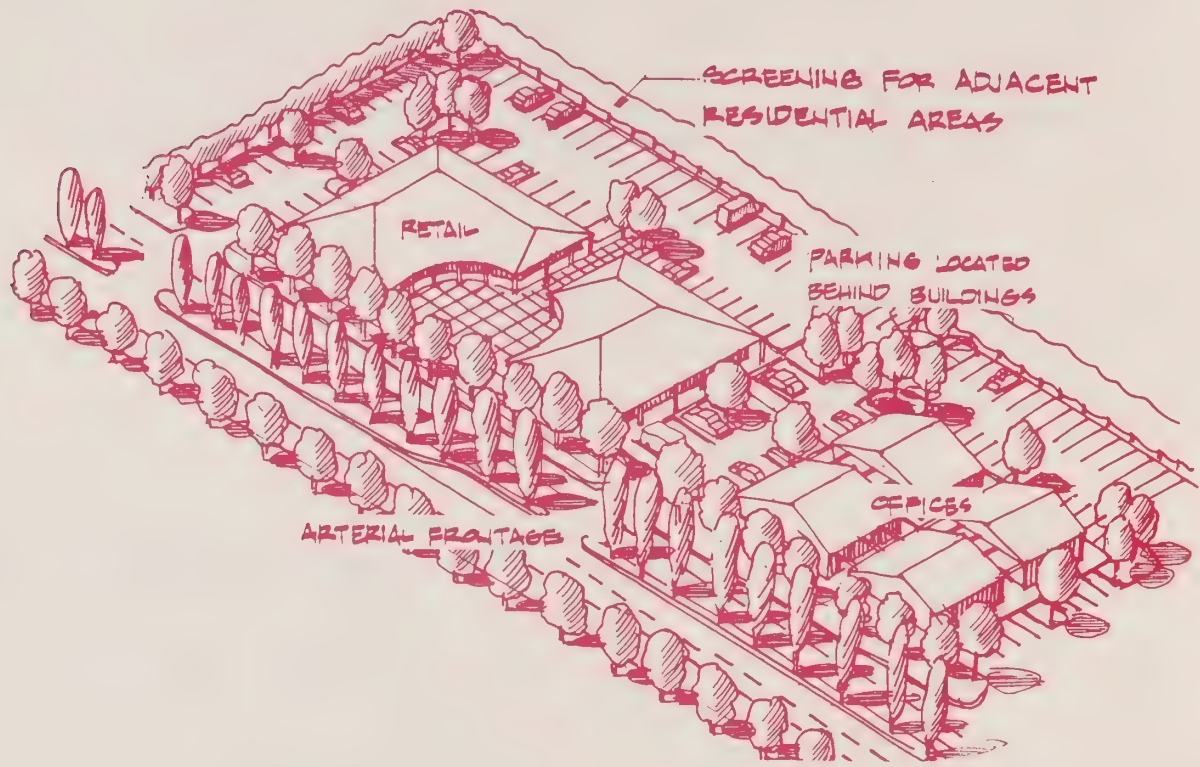
- A. Provide sufficient, conveniently located public parking to allow Central City to function as a pedestrian business district without on-site parking.
 - B. Encourage expansion and visual upgrading of Northridge Shopping Center. Provide visual and functional connections to new retail development on the east side of North Main Street.
-

TREES CAN BRING HUMAN SCALE,
DEFINE BORDERS AND ARTICULATE
LARGE PARKING LOTS



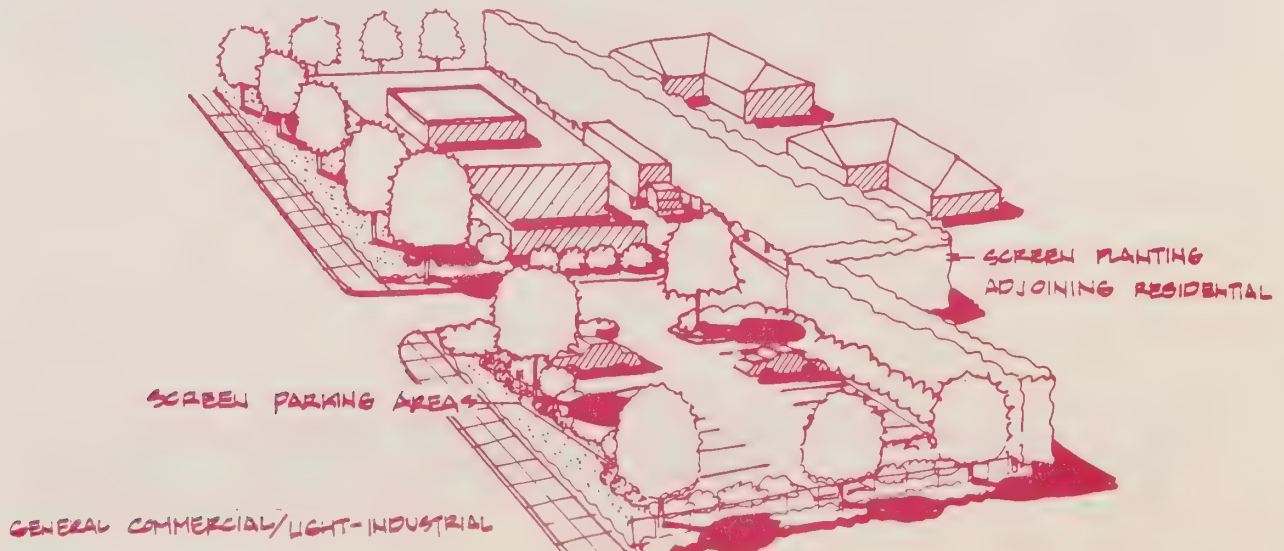
- C. Encourage remodeling and upgrading of older neighborhood shopping centers. Plan new centers to be on a compatible scale with nearby residential areas and make them pleasant places for pedestrians.

- D. Improve the appearance of street segments designated as arterial frontage on the General Plan map.



- E. Provide office, business-park, general commercial/light-industrial, and general industrial areas that allow users to choose among different visual environments, each with different building, landscaping, and sign regulations.

In all cases, emphasis will be placed on screening these uses from adjacent residential uses.



-
- F. Apply high design standards to projects visible from Highway 101.
-

Implementing Policies: Design of Nonresidential Areas

- G. Reduce the prominence of parked cars in commercial areas by requiring that they be screened by buildings, berms, low walls, shrubs, or a canopy of trees.
-
- H. Vary design criteria for similar buildings and uses to create distinctive commercial areas.

In many communities, a combination of City regulations and chain retailers' standardized designs has made all neighborhood shopping centers look much alike. If non-residential development is to contribute to the identity of residential areas, distinctive buildings are needed.

2.5 ARCHITECTURAL HERITAGE

Visual evidence of a community's history is an essential component of distinctive character. Central City has hundreds of buildings that link Salinas to its past -- a few are of landmark quality. It is not enough to save only these, because it is the predominance of historic buildings that establishes a sense of Salinas' history.

Guiding Policy: Architectural Heritage

- A. Preserve architecturally important historic buildings that are capable of being adapted for current economic use. Require renovations and new buildings in areas that include concentrations of important historic buildings to be architecturally compatible.

This policy also appears in Conservation Element Section 7.4, Historic and Archaeological Resources, together with implementing policies.

2.6 FRAMEWORK FOR PROJECT DESIGN

The City Design Element sets broad policies for design quality appropriate for a General Plan. This section calls for preparation of more detailed plans and regulations consistent with General Plan policies to provide guidance for project designers.

Guiding Policies: Framework for Project Design

- A. Prepare design guidelines to be used as a yardstick for approving or requiring revision of plans for private and public development projects.

Revisions to the zoning and subdivision ordinances will be necessary to define how the guidelines are to be used and to maintain consistency.

- B. Prepare property-maintenance standards for residential, commercial and industrial properties to be incorporated in a property-maintenance ordinance.

The City of Seaside has adopted a property-maintenance ordinance that defines "prohibited conditions", including unsightly building exteriors, junk stored outside, and lack of turf or landscaping. The ordinance designates a Neighborhood Improvement Commission to conduct an administrative hearing to ascertain if any violations constitute a public nuisance. If a public nuisance is found, the City may serve the owner an order to abate. If the nuisance is not abated by the owner, the City may abate the nuisance and recover the cost through a lien on the property if necessary.

- C. Prepare design guidelines for each major city entrance.

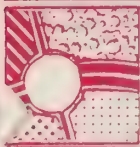
These guidelines are to be based on specific conditions and opportunities at each entry point. Entrances are identified in Figure 2.

- D. Prepare and adopt a Citywide Street and Greenway Landscape Plan.

The plan will determine the type of landscaping appropriate for each arterial street, based on its function, space available, and abutting development (existing and projected). Tree species, spacing, and street furniture will be selected to establish a distinct identity for each arterial street.

- E. Prepare a detailed plan to regulate uses and set design standards for each segment of arterial frontage.

This policy is identical to Policy 3.6.C.



3. LAND USE ELEMENT

3.1 GROWTH MANAGEMENT

The central idea of the General Plan is to improve the quality of life in Salinas. Guiding and Implementing policies throughout the Plan express the community's desires for appearance, traffic levels of service, park system, housing type and affordability, water quality and other components of the urban environment. Consistent with Growth Management policies, the city will adopt guidelines to use in determining compliance of annexation and development proposals with these policies. Growth is to be consistent with both the policies and the General Plan map. The emphasis is on "better" rather than "bigger".

The General Plan makes assumptions about rates and amount of growth that might occur because determination of compliance with quality standards requires such assumptions. A specific example will illustrate the problem. What should be the planned traffic capacity of Natividad Road, or any other arterial? Without a plan designed for a "buildout" or "population holding capacity" the basis for approving or denying a development proposal that would add traffic to Natividad Road would be to determine whether planned capacity will be sufficient to meet Circulation Element policies. But what assumptions could be used to plan for capacity? Assuming less growth pressure than economic and demographic conditions will create means that growth would have to stop or environmental standards breached. The General Plan does not attempt to constrain growth. Rather, it keeps options open but makes growth conditional on ability to meet quality standards.

Figure 1 divides the urban areas shown on the General Plan map into two categories:

- Existing Urban Area, defined as the area within the City and unincorporated area that is developed plus infill sites and area approved for development prior to 1988, and the Boronda area.
- Conditional Growth Areas, defined as the remainder of the urban area shown on the General Plan map. Conditional Growth Areas that are annexed or not annexed in 1988 are shown separately on Figure 1.

The combined population holding capacity of both areas is 163,000. If quality standards are met and growth occurs at the 1.8 percent annual rate forecasted by the Association of Monterey Bay Area Governments (AMBAG), Salinas' population would reach 134,610 in 2005. Should the 1.8 percent growth rate continue after 2005, Plan buildout (163,000) would occur in 2015. Tables in the General Plan text assume full buildout in 2015.

The direction of growth, and the form and density of the urban area are major issues affecting the quality of life and the city's impact on its natural environment. For example, the northward growth pattern of the last three decades has spared the best agricultural land, but has concentrated traffic that might have been dispersed by more nearly concentric expansion.

Guiding Policies: Growth Management

- A. Minimize disruption of agriculture by maintaining a compact city form and directing urban expansion away from the most productive land.

The Plan reduces the current relatively high density of 6,200 persons per square mile of urban area by only two percent, but adds parkland, reduces multifamily residential densities, and maintains the current 65 percent share of single-family homes in Conditional Growth Areas. Except for Boronda infill, expansion will occur only in an area extending east from San Juan Grade Road to about 0.6 mile southeast of Williams Road, and in an area southwest of the Salinas Municipal Airport. This pattern avoids the best agricultural land, minimizes perimeter, and tilts the city's center of gravity to the east where existing and proposed arterial streets can best accommodate added traffic.

- B. Retain in production throughout the planning period all agricultural land designated on the General Plan map.

Both Salinas and Monterey County have made the protection of prime agricultural land a cornerstone of their general plans.

- C. Maintenance of environmental quality, quality of life, and adequate levels and quality of urban services and facilities are goals that take precedence over growth.

If traffic capacity, sewage-disposal capacity, water quality, or market demand for development meeting architectural and landscape standards fall short, development will slow or stop. During the planning period, revisions to the Plan and measures developed to implement Plan policies will define the quality standards.

- D. Endeavor to maintain competition among sites and development projects within the Conditional Growth Areas in order to minimize costs to consumers.

The shortage of land ready for development during the 1980s has been a significant contributor to the low rate of single-family housing construction and to higher housing prices. Several years are needed from initial proposal to occupancy of residential projects in Conditional Growth Areas where annexation and major sewer and street extensions typically are needed.

Implementing Policies: Growth Management

- E. Request Monterey County Local Agency Formation Commission (LAFCO) to designate a Sphere of Influence for Salinas including all contiguous urban area indicated on the General Plan map.

"Sphere of Influence" means a plan for the probable ultimate physical boundaries and service area of a local agency, as determined by the Commission. Monterey County LAFCO policy has been to set spheres of influence to accommodate growth anticipated within a 20-year period.

- F. Revise the General Plan to include Monterey County's proposed Rancho San Juan Area of Development Concentration after a Specific Plan with adequate mitigations has been adopted.

Preparation of a Specific Plan will enable the City to determine the extent of the ADC's development, its impact on the city, and what mitigations will be necessary to include the ADC in the Salinas General Plan.

- G. Prepare and adopt guidelines for determining compliance in Conditional Growth Areas with General Plan environmental standards.

General Plan policies establish a City commitment to monitoring environmental effects of growth and limiting additional development if standards cannot be met. Guidelines for determining compliance should set rules consistent with the Plan for timing of completion of traffic improvements, availability of school classroom space, sewage treatment capacity, parks, libraries, and similar facilities and services.

The Plan provides a framework for evaluation by assuming cumulative development and providing a citywide traffic simulation model that will be used to determine whether a specific proposal would breach standards and whether mitigation would be feasible.

- H. Annex Conditional Growth Areas consistent with the General Plan map only after notifying project proponents that satisfaction of General Plan environmental standards will be a condition of development approval. Demonstrated ability to meet environmental standards will be cause to favor specific annexation proposals.

Consistency with the General Plan map is not necessarily an indication that a development proposal will meet the environmental standards of the Plan at the time the project is occupied.

- I. Encourage new development to be contiguous to existing urban development.

Leap-frog subdivisions are costly to serve, and they disrupt agricultural production to a much greater extent than contiguous development. The edge of existing development extending from North Main Street to Williams Road allows ample choice of development sites.

- J. Require all properties in Conditional Growth Areas and adjoining undeveloped land in Existing Urban Area to be included in precise plans (detailed development plans) prior to development or zoning approvals. General Plan proposals for these areas are conceptual. Consequently, redesign that does not increase traffic generation, change the

number or type of housing units, the intensity of nonresidential uses, or the impacts on adjoining areas may be found consistent with the General Plan. A Precise Plan is required for the unsubdivided portions of the Boronda Area.

The City will define the boundaries of each Precise Plan, and will prepare or supervise preparation of the Plan, with the cost to be shared by property owners within the Precise Plan area.

- K. If expansion of urban services and facilities cannot keep pace with service demands, establish policies for allocation that best serve the city's social, environmental, economic and fiscal needs.

In 1987, the City Council responded to a regional limitation on the number of sewage hookups by adopting priorities by type of use and timing of development application. Similar problems may arise again, particularly where service expansion is beyond the control or fiscal capability of the City.

- L. Revise land use and development regulations and policies to make them consistent with the General Plan.

The zoning ordinance text and map, subdivision regulations, capital-improvement programs, and related policies affecting physical development should be reviewed and revised as necessary to comply with state law and to maintain consistency with the General Plan.

Although state law exempts Salinas, as a charter city, from the requirement that its zoning ordinance text and map be consistent with the General Plan, its subdivision ordinance and capital-improvement program must be consistent. This policy requires the zoning ordinance to be consistent.

3.2 HOW TO READ THE GENERAL PLAN MAP

The General Plan map (at the rear of this volume) portrays a desired land use and circulation pattern for an urban population of 163,000, an increase from about 100,000 in 1987. The population holding capacity is not a target and there is no policy calling for it ever to be attained. Within the currently built portions of the city, changes in existing land use are few, but important arterial street improvements are proposed and reduced residential densities preclude some multifamily housing development that would have been permitted by 1987 zoning.

The land-use classifications described on the following pages cover both public and private development, and serve as a guide for zoning. Zoning regulations should be consistent with the General Plan, but need not be identical. For example, an area currently in agricultural use will appropriately remain in an agricultural zoning district, even though it is designated for urban use by the Plan, until a zoning change becomes consistent with the Plan's policies.

The General Plan will always differ from the zoning map because it is general. In areas that are developed or where detailed development plans have been prepared, the extent of uses and the street alignments are definite, although specific site conditions could justify shifting boundaries without a General Plan amendment. In Conditional Growth Areas, particularly northeast of the Boronda Road extension, where detailed planning may not occur for many years, the General Plan is conceptual. The proportional allocation of uses, and the number of schools and parks follow Plan policies, but the shapes designating each use are given rounded forms to indicate that the location is approximate. Policy 3.1.J requires Precise Plans for these areas.

Within the developed area there are single lots and small areas that are zoned or developed differently than their surrounding areas. To make the General Plan map readable, use areas smaller than two acres are not shown.

The General Plan map alone does not express the City's policies but must be used in conjunction with the General Plan text. The Plan's policies define how land-use classifications are to be applied, identify types of planning studies and infrastructural improvements required prior to development, and describe the type and quality of development expected by the City.

Text policies of the General Plan may limit development on particular sites in ways not apparent from the map. For example, Plan policies protecting natural habitats or preventing flood damage may prevent a designated residential density from being achieved on a particular parcel.

LAND-USE CLASSIFICATIONS

The following descriptions apply to the uses indicated on the General Plan map. The map legend includes abbreviated versions of these descriptions. Table 1 lists population density and building intensity for each land-use category.

Residential

All densities are expressed as units per net acre (exclusive of public or private streets, flood channels, etc.) and as units per gross acre (including all developable land designated for the particular use). See the Glossary at the rear of this volume for definitions of these and other items. Zoning will permit development at a point within the density range on infill parcels. For land to be subdivided in the Conditional Growth Areas, the average gross density for the designated residential classifications (high, medium, low) controls. Densities higher and lower than the average may be combined as long as the average is not exceeded and all units within the low-density designation are single-family units.

Densities apply to all multifamily units regardless of size or number of bedrooms except in the Central City and for senior housing. In these instances density increases for small apartments are appropriate.

The density mapped for areas that have been built at mixed densities is generalized to illustrate the Plan policy for new development and to make reading the map easier. The land-use classification shown indicates the density range to be applied to new construc-

TABLE 1
POPULATION DENSITY AND BUILDING INTENSITY

Land Use	Residential Population per Gross Acre	Floor Area Ratio per Net Acre	Average Housing Units per Gross Acre ^a	Average Vehicle Trips per Day per Gross Acre ^b
Residential ^c				
Low Density	2 - 17	Not applicable	4.25	43
Medium Density	17 - 31	Not applicable	10.00	90
High Density	38 - 60	Not applicable	18.00	108
Central City	50 -	Not applicable	31.50	126
Retail ^c	0	.20 - .30	0	150 - 555
Central City	0 ^d	.8	0	250 - 400
Arterial Frontage	Per detailed plan ^d	.20 - .30	Per detailed plan ^c	75 - 125
Office ^c	0	.30 - .35	0	165 - 230
Central City	0	.8 - 3.0	0	400 - 1,600
East Romie Lane Area	0	.3 - 1.0	0	720 - 2,400
Business Park	0	.25 - .35	0	90 - 125
General Commercial	0 ^d	.20 - .40	0 ^d	75 - 220
Light Industrial				
General Industrial	0 ^d	.20 - .40	0 ^d	35 - 75
Park	0	Not applicable	0 ^d	6
Open Space/Agriculture	.07 ^d	Not applicable	.025 ^d	Less than 1

a. Assumes 25 percent density bonus for Medium Density and High Density Development. See Policies 3.3.M and 6.1.J.

b. Assumes 85 percent net to gross ratio for nonresidential uses.

c. Transitional shelters and housing may be allowed on a limited basis.

d. Single room occupancy, seasonal housing and homeless shelters may be allowed on a limited basis.

tion. Where the density indicated is lower than the built density, the map does not necessarily imply a policy of redevelopment or relocation of existing apartments, but rather that new development be at the lower density.

The 25 percent density bonus required by state law for projects including 10 percent units affordable by low- or very-low-income households (or other mandatory bonuses for affordable or senior housing) is in addition to the base densities specified in the land use classifications. Compliance with Housing Element Policy 6.1.J requires provision of 10 percent affordable units in all projects of 20 units or more. Because this will make all large projects eligible for the density bonus, General Plan holding capacity calculations assume its use.

Table 2 shows maximum net and gross densities for each residential land-use classification.

Certain public and semipublic uses may be appropriate in areas designated for residential use. See Policy 3.3.J.

The average densities specified in the following paragraphs establish the maximum number of units to be permitted on a parcel or within the boundaries of a Precise Plan as determined by the land area of each density shown on the General Plan map.

**TABLE 2
GENERAL PLAN RESIDENTIAL DENSITIES**

Land Use Designation	Base Density Range	Average Base Density ¹	Average Density with 25% Bonus ¹
<u>Low Density</u>			
Per Net Acre	1.00 - 8.00	5.67	7.08
Per Gross Acre	.75 - 6.00	4.25	5.31
<u>Medium Density</u>			
Per Net Acre	8.00 - 15.00	10.67	13.33
Per Gross Acre	6.00 - 11.25	8.00	10.00
<u>High Density</u>			
Per Net Acre	15.00 - 24.00	16.00	20.00
Per Gross Acre	13.50 - 21.60	14.40	18.00
<u>Central City</u>			
Per Net Acre	28.00		

1. Applies only in Conditional Growth Areas

Low Density (Base Density: 1 to 8 units per net acre; average 4.25 units per gross acre). This density accommodates single-family detached homes, and could include a few zero-lot-line units on small lots. With a 25 percent density bonus the average density could not exceed 5.31 units per gross acre. However, most affordable units resulting in a density bonus are expected to be built at medium density.

Medium Density (Base Density: 8 to 15 units per net acre; average 8 units per gross acre). Unit types in this range include: zero-lot-line homes, town houses, duplexes, and most mobile home parks; multifamily unit types include garden apartments. Examples are Willowwood (North Main), Acosta Plaza (Sanborn Road) and Cambridge Village (Padre Drive). With a 25 percent density bonus the maximum average density is 10 units per gross acre.

High Density (Base Density: 15 to 24 units per net acre; average 14.4 units per gross acre). This range is typical of most recent apartment development in Salinas, although a number of projects exceed the high end of the range. High-density examples among large projects are: The Circles (North Main Street), Mariner Village (Rico Street), and Las Casas de La Madera (East Market Street). With a 25 percent density bonus, the maximum average density is 18 units per gross acre, except in Central City and for senior housing.

Retail

Retail stores, restaurants, hotels, commercial recreation, personal services, business services, and financial services, typically having floor area equalling 20 to 30 percent of site area except in Central City where off-site parking allows total floor area up to three times site area. Offices are included, but desirably will not occupy more than 15 to 25 percent of ground-floor area except that a greater percent could be allowed in Central City. Residential development having a comparable impact may be allowed in limited amounts in some locations.

Office

This includes business and professional offices typically having floor area equalling 30 to 35 percent of site area except in Central City where off-site multilevel parking is planned and floor area could equal three times site area. Residential development having a comparable impact may be allowed in limited amounts in some locations.

General Commercial/Light Industrial

This category describes development such as that along Abbott Street, Brunken Avenue, and Front Street. The mix of auto dealers and repair shops, building materials sales, light manufacturing, distribution, warehousing and wholesaling would not generally be appropriate in more restrictive areas because of potential nuisance factors. Residential development having a comparable impact may be allowed in limited amounts in some locations (e.g., Single Room Occupancy [SRO], seasonal housing, etc.). Large destination retail and ancillary offices may also be allowed. Business parks also may be a suitable location for large-scale, single-use destination retail which, because of their design, may not be appropriate in retail areas.

Business Park

High architectural and landscape standards make many new business parks suitable for offices, manufacturing or warehousing. Business parks are to include single or mixed uses that do not create nuisances due to odor, dust, noise or heavy truck traffic. Quality of design and management define business parks more than do types of uses. Business parks also may be a suitable location for large-scale, single-use destination retail which, because of their design, may not be appropriate in retail areas. Although most business parks are controlled through deed restrictions or single ownership of multi-tenant space, business park standards can be applied to existing parcels in separate ownership. The Salinas Airport Business Center is an example.

General Industrial

This includes food processing, packing, trucking, container manufacturing and similar industries. These uses often create nuisances that cannot readily be mitigated and which are desirably separated from other types of activities.

Arterial Frontage

Streets such as North Main and East and West Market Street include a broad mix of uses that do not fit in any one of the above land-use categories. The desired course for future development is best determined by detailed study. Appropriate uses may include residential, commercial, and small-scale non-nuisance industry, any of which may be considered consistent with the General Plan. This use category is intended for locations that have a highly mixed land-use pattern. Definition of boundaries between uses and types of uses to be permitted should be established through study on a block by block basis.

Parks

This includes existing and proposed public and private recreation sites and golf courses.

Public/Semipublic

Schools, hospitals, utilities, government and religious institutions on sites two acres or larger are included. Public/semipublic uses such as religious assembly and child care may be consistent with the Plan. Specific sites for public and semipublic uses are subject to discretionary approval under zoning regulations.

Open Space/Agriculture

Three types of open-space lands are included:

1. Open space for the managed production of natural resources: agricultural land intended to remain in production during the 20-year planning period;
2. Open space for the preservation of natural resources: hillsides, creeks, and the Salinas River; and

3. Open space for public health and safety: floodways and storm-water-retention areas.

The Conservation Element also includes policies relating to Flooding and Drainage, and Figure 8 in the Master Environmental Assessment shows flood-prone areas.

3.3 RESIDENTIAL AREAS

Salinas neighborhoods vary widely in age, housing type, housing density (units per acre), and price. This variety enables households of all ages, sizes, and incomes to live in Salinas. The City has preserved sound neighborhoods and has made good progress in renewing those that were not well-built.

Poor apartment design and construction standards, particularly in East Salinas, and excessive apartment density (too little land area per unit) are major concerns. Although housing conditions for agricultural field workers have improved markedly during the last decade, low-income and seasonal residency support only minimal apartments that often are overcrowded.

High mortgage rates and a shortage of land ready for development caused developers to cut back construction of single-family homes in the early 1980s. Apartment shares rose statewide during this period. In Salinas only 33 percent of the units added between 1977 and 1987 were single-family homes, although the citywide share of single-family homes existing in 1987 was 65 percent.

Most of the city's luxurious homes are in South Salinas where no space remains for additional single-family units. If lack of choice causes an increasing share of those Salinas business and professional persons who can afford to live in the Toro Planning Area, Carmel Valley and Peninsula communities to live outside Salinas, the city's diversity will suffer.

Thus, the General Plan seeks to expand residential opportunities for households at both ends of the economic spectrum. The Housing Element quantifies housing need and the City Design Element includes policies for improving the visual quality of residential neighborhoods. The Land Use Element sets policies for housing location, density, mix, and uses in residential areas. Table 2 lists densities and Tables 3 and 4 show the distribution of housing and population that would result from growth to the Plan's 163,000 population holding capacity.

Guiding Policies: Residential Areas

A. Direct residential expansion to the North and East as indicated on the General Plan map.

Growth as planned avoids the best agricultural land to the south and west. Traffic-model studies show that additional northward growth as proposed by the Rancho San Juan Area of Development Concentration would create severe congestion on north-south routes. Additional growth to the south on the east side of Highway 101 would conflict with the Salinas Airport.

TABLE 3
HOUSING UNITS AND POPULATION HOLDING CAPACITY

Sector	<u>General Plan Holding Capacity</u>			Percent Single Family	Population
	Single Family	Multi- family	Total		
<u>North Salinas Total</u>	15,600	9,100	24,700	63	68,600
Existing Urban Area	9,000	5,600	14,600	62	40,400
Conditional Growth Area ^a					
Annexed as of 1988	-	-	-	-	-
Not Annexed 1988	6,600	3,500	10,100	65	28,200
<u>East Salinas Total</u>	12,400	7,700	20,100	62	55,700
Existing Urban Area	6,100	4,300	10,400	59	28,700
Conditional Growth Area ^a					
Annexed as of 1988	1,500	800	2,300	65	6,300
Not Annexed 1988	4,800	2,600	7,400	65	20,700
<u>South Salinas Total</u>	9,500	4,400	13,900	68	38,600
Existing Urban Area ^b	9,500	4,400	13,900	68	38,600
Annexed as of 1988	-	-	-	-	-
Not Annexed 1988	-	-	-	-	-
<u>Citywide Total</u>	37,500	21,200	58,700	64	162,900
Existing Urban Area	24,600	14,300	38,900	63	107,700
Conditional Growth Area ^a					
Annexed as of 1988	1,500	800	2,300	65	6,300
Not Annexed 1988	11,400	6,100	17,500	65	48,900

Note: All data have been rounded to hundreds.

- a. Assumes 55 percent single-family detached and 10 percent medium-density units.
b. Includes entire Boronda Area.

TABLE 4
EXISTING AND PROJECTED HOUSING UNITS

Sector	Existing and Approved			Projected Additions			General Plan Holding Capacity		
	Single Family	Multi-family	Total	Single Family	Multi-family	Total	Single Family	Multi-family	Total
<u>North Salinas Total</u>	8,400	5,100	13,500	7,200	4,000	11,200	15,600	9,100	24,700
Existing Urban Area	8,400	5,100	13,500	-	200	200	9,000	5,600	14,600
Conditional Growth Area									
Annexed as of 1988	-	-	-	-	-	-	-	-	-
Not Annexed 1988	-	-	-	6,600	3,500	10,100	6,600	3,500	10,100
<u>East Salinas Total</u>	6,000	3,900	9,900	6,400	3,800	10,200	12,400	7,700	20,100
Existing Urban Area	6,000	3,900	9,900	100	400	500	6,100	4,300	10,400
Conditional Growth Area									
Annexed as of 1988	-	-	-	1,500	800	2,300	1,500	800	2,300
Not Annexed 1988	-	-	-	4,800	2,600	7,400	4,800	2,600	7,400
<u>South Salinas Total</u>	9,000	3,900	12,900	500	500	1,000	9,500	4,400	13,900
Existing Urban Area ^a	9,000	3,900	12,900	500	500	1,000	9,500	4,400	13,900
Conditional Growth Area									
Annexed as of 1988	-	-	-	-	-	-	-	-	-
Not Annexed 1988	-	-	-	-	-	-	-	-	-
<u>Citywide Total</u>	23,400	12,900	36,300	14,100	8,300	22,400	37,500	21,200	59,600
Existing Urban Area	23,400	12,900	36,300	600	1,100	1,700	24,600	14,300	38,900
Conditional Growth Area	-	-	-	13,500	7,200	20,700	13,500	7,200	20,700
Annexed as of 1988	-	-	-	2,100	1,100	3,200	2,100	1,100	3,200
Not Annexed 1988	-	-	-	11,400	6,100	17,500	11,400	6,100	17,500

Note: All data have been rounded to the hundreds.

a. Includes Boronda Area.

-
- B. Maintain a mix of housing types, designs, and prices throughout the city.

The existing variety of housing types has saved Salinas neighborhoods from monotony. Requiring multifamily units and affordable units in new development areas (Housing Element Policies 6.1.J and 6.3.C) will help reduce minority isolation.

- C. Maintain the single-family residential character of Salinas by limiting the share of multifamily units to be built in Conditional Growth Areas.

The relatively greater opportunity to live in a single-family home within a short distance from a job keeps and attracts productive people, giving Salinas an advantage in competition with California's major metropolitan areas.

- D. Locate multifamily housing throughout Salinas on sites adjoining or near arterial streets.

Both the need for visual variety and for avoiding minority or age-group isolation argue for continuing the City's practice of providing varied housing types in each neighborhood. Apartments can make arterial frontage interesting, while avoiding the continuous sound walls that typically are required to buffer single-family homes.

- E. Limit the size of apartment complexes to avoid social and visual problems to which large projects are vulnerable.
-

- F. Avoid density increases or intrusion of nonresidential uses that clash with the character of existing neighborhoods.
-

- G. Encourage developers to build single-family homes on both large and small lots.
-

- H. Encourage high-density apartments in the Central City to the extent consistent with its architectural and historical character.
-

- I. Conserve neighborhoods that provide a sense of the city's past.
-

- J. Make provision in residential areas for institutional uses that are needed near homes or which benefit from a residential environment. These include places of religious assembly, day-care homes, homes for physically or developmentally disabled persons, half-way houses, and social organizations.
-

Implementing Policies: Residential Areas

- K. In each precise plan area, the goal is to include a total number of units equal to a mix of 55 percent low-density (single-family detached), 10 percent medium-density, and 35 percent high-density (apartments). The mix of housing types may vary slightly from this standard so long as the total number of units and project impacts remains the same.

The Conditional Growth areas in Boronda and south of the Airport are excluded from the housing-mix policy because they have minimal or no residential development possible.

This policy is intended to allow flexibility in the type of housing constructed while ensuring that the majority of new development will be detached single-family homes.

- L. Provide an incentive for creation of some large lots by awarding a bonus of 0.4 single-family unit at medium density for each single-family unit at 3.0 per gross acre or less. The bonus is to be applied to increase the acreage and number of units at medium density within a Precise Plan area.

The General Plan low-density standard approximates the gross density for recent Salinas subdivisions of single-family detached homes on lots that are typically 5,500 square feet. The density bonus provided by this policy exchanges lots of 10,000 square feet or larger for more small lots -- probably 4,000 square feet -- but does not affect the 65 percent single-family share. The purpose of the density incentive is to broaden choice by encouraging construction of large new homes not presently available in Salinas.

- M. Calculate density bonuses as specified by General Plan classifications (Section 3.2). Built density, including density bonuses may not exceed the top of the General Plan range.

General Plan holding capacity calculations assume use of the density bonus consistent with Housing Element policies.

- N. Limit construction of additional apartments in developed portions of East Salinas to sites smaller than five acres that already are generally surrounded by apartments.

The General Plan map designations are based on a study of alternatives for slowing or stopping the concentration of apartments in East Salinas neighborhoods typified by projects of high density, poor design, and minimal maintenance. The area between East Laurel Drive and the 1987 urban edge northeast of Del Monte Avenue has more than a fair share of apartments, so single-family homes are desired wherever sites large enough to create a satisfactory environment are available. This policy limits additional apartments to about 200 units east of Laurel Drive.

- O. Encourage multifamily projects of 160 or fewer units. Require larger projects to provide additional features to ensure adequate architectural variety, recreational facilities, open space and security.

At the General Plan maximum net density of 20 units per acre, projects larger than eight acres (160 units) need to be designed and operated as two or more separate projects to maintain visual variety and to allow a reasonable opportunity for residents to recognize their neighbors. High-density areas indicated on the General Plan map in Conditional Growth Areas typically are eight acres.

- P. Support existing residential neighborhoods by limiting encroachment of nonresidential uses, high-density apartments, and increased traffic inappropriate to original street design and neighborhood character.

This policy calls for review of the zoning map where existing single-family homes have been made nonconforming by subsequent commercial zoning. Rezoning for residential use may be feasible where the neighborhood remains viable or can be restored. Alternative traffic patterns may be needed to remove excessive volumes from streets that should function as local or collector streets. (Examples: portions of Pajaro, Adams, Acacia, Riker).

3.4 RETAILING

Forty percent of Salinas' retail sales are to persons residing outside the city. Retailing is the second largest employment category after agriculture. This success results from the city's commanding location to serve a regional market, and from the design and distribution of its retail facilities.

Regional Shopping

Northridge Shopping Center, with over 1 million square feet of floor area, is the dominant center in its three-county trade area. The General Plan provides for additional retail space across North Main Street.

The Central City, first challenged by Valley Center on South Main Street after World War II, has adjusted to a new retail role that is heavily dependent on patrons working nearby. South Main Street maintains regional and local specialty stores, but has under-used retail space. The total retail area designated is sufficient to retain the city's present sales share when General Plan buildout population is reached.

Community and Neighborhood Shopping

There are four shopping complexes that can be classified as community shopping centers, drawing both local and citywide patrons, but providing much less selection than a regional center. These are the group of shopping centers on South Main Street, Sherwood Gardens on North Main, the K-Mart center on North Davis Road, and the East Alisal Street retail strip.

Only three Salinas shopping centers (Hartnell Center, North Main - Laurel Shopping Center, and Alvin Square) typify the 60,000- to 90,000-square-foot neighborhood shopping center anchored by a supermarket and serving a trade area population of about 10,000. The General Plan map adds eight neighborhood shopping centers, serving new development areas.

Visitor-Serving Commercial

The drawing power of the Monterey Peninsula has in the past worked to limit the number, size, and quality of accommodations and restaurants in Salinas. However, the 324 motel rooms added from 1984 to 1988 represent a 60 percent increase. Another 500 rooms have been proposed or approved, including a 94-room hotel in Steinbeck Plaza that is in the advanced stages of planning. The California Rodeo, the California International Air Show, concerts at the Community Center, and conferences by business, government, and professional associations are potential sources of patronage as the quantity and quality of facilities improves.

The General Plan does not envision major additions to freeway-oriented visitor-commercial sites, but does provide sites on arterials served by freeway interchanges.

Commercial Services

Salinas' importance as a center for sales and servicing of vehicles, farm equipment, and building materials accounts for much of the space occupied in general-commercial/light-industrial areas along Abbott Street and portions of North Main, East Alisal, and Market streets.

Guiding Policies: Retailing

- A. Strengthen Salinas' position as the region's retail center.
- B. Revitalize older shopping centers and retail areas.
- C. Provide a retail focus for East Salinas.
- D. Make each new neighborhood shopping center a focal point for the neighborhood it serves.

Implementing Policies: Retailing

- E. Integrate new regional shopping facilities on North Main with Northridge Regional Shopping Center.

Salinas has an opportunity to avoid the usual pattern that has a relatively

disorganized cluster of retailers around a regional center. Retail development on the east side of North Main Street should be planned to encourage walking within the new center, and to minimize friction for North Main Street traffic caused by auto trips between the two centers. Long-term plans for both centers might extend retail space to the edge of North Main to create a pleasant pedestrian connection. Multi-level parking probably would be needed on the Northridge side.

- F. Strengthen the East Alisal Street business district and emphasize its function as a location for retailing, business and entertainment activities reflecting Hispanic culture.

Portales de Alisal, a 165,000-square-foot mixed retail and office center proposed by CHISPA, a nonprofit housing and community development organization, exemplifies the type of development needed to implement this policy.

- G. Limit the amount of retail and office expansion in Conditional Growth Areas to avoid adverse effects on existing business districts.

The General Plan map conforms to this policy which seeks to encourage new investment in existing business districts but not to restrict retail competition. While there can be no absolute rule for determining how tight or loose the supply of space should be, applications for projects on unsubdivided land in new, high-traffic areas should be examined relative to effects on older areas. The incremental cost of providing services to infill areas is small, and the cost of removing blight if tenants desert older areas is high.

Actions that would support existing retail areas include:

- *encouraging office occupancy of surplus shopping center space as an alternative to office encroachment in South Salinas residential areas; and*
 - *encouraging wholesale/retail outlets or home-improvement centers to reuse the sites of outmoded food processing plants.*
-

- H. Locate new neighborhood shopping centers near the center of their trade areas.

Hartnell Center is an example of a shopping center that provides a neighborhood focal point, keeping shopping trips off the major arterials and enabling children to go to the store by themselves at an earlier age. Shopping centers indicated on the General Plan map in new development areas are located to enhance neighborhood identity.

- I. Revitalize existing retail areas.

Cooperative action by merchants, property owners, and the City is essential if older shopping centers and business districts are to compete successfully with new shopping centers. Tools include city or federally sponsored low interest loans, public improvements financed by tax increment within redevelopment areas, formation of assessment districts to provide off-street parking, and efforts by merchant associations to coordinate business hours and promotion.

3.5 CENTRAL CITY

Redevelopment of downtown, while not complete, has been both an economic and aesthetic success. By minimizing bulldozer use, Salinas has preserved its historic feel and created a pleasant place to be a pedestrian. Main Street is neither too contrived nor too drab, there are few vacancies, and restaurants are busy at lunchtime. A quality hotel, an office building, and a plaza in the 100 block of Main Street have long been planned as the culmination of the redevelopment program.

The key to success is maintaining and increasing employment in the Central City. Monterey County is the largest employer, and its continued presence, together with City offices, is essential to maintaining professional and business offices that do business with government in the Central City.

Guiding Policies: Central City

- A. Maintain downtown as the business, government, eating, lodging, and entertainment center of Salinas.
-

- B. Provide sufficient parking to prevent a shortage from deterring office and retail users.

Assessments paid by downtown property owners may be necessary if the city is to have an active downtown. Parking garages will be needed to keep it compact and to make downtown offices competitive.

- C. Maintain a compact core that keeps distances between most offices, stores and restaurants comfortable for pedestrians.

Allowing retailing and offices to spread into adjoining residential areas would sap the vitality of the core and at the same time adversely affect and create doubt about the future of neighborhoods that are gaining popularity. Central City workers and visitors should be able to park once and walk everywhere they need to go in the area.

- D. Encourage development of high-density apartments.

Densities much higher than elsewhere in the city are appropriate for seniors and young adults who like to live where they do not need a car for most trips. Their support for stores and restaurants can be an important asset. Care will be needed to maintain compatibility with the Central City's historical and architectural character.

-
- E. Improve the Soledad Street neighborhood by adding and rehabilitating high-density residential with provisions for allowing compatible neighborhood-serving commercial and general commercial/light-industrial uses.

The Soledad, California and East Lake Street Area presently includes a mix of land uses. There are social problems associated with the concentration of alcohol outlets and uses which create adverse noise and visual impacts on their surroundings. Higher density residential development should be the principal use. However, neighborhood-serving commercial and even general commercial/light-industrial uses could be allowed, provided they are not a nuisance to the principal residential development.

Implementing Policies: Central City

- F. Develop special use policies to be applied at locations designated on the General Plan map.

Asterisks on the Central City Inset indicate where a mix of residential and office uses, or residential and retail uses may be appropriate, and where medium density should be permitted, only on larger lots in order to preserve existing single-family homes.

- G. Prepare a precise plan for the Central City.

Emphasis will be on redevelopment opportunities, design guidelines and zoning regulations, historical preservation, re-use and mixed use, and adding parking.

- H. Request the County of Monterey to maintain in the Central City those governmental functions now located there. Encourage other state, federal and local government agencies to locate their offices in Central City.
-

3.6 ARTERIAL FRONTAGE

The General Plan map applies this catch-all designation to segments of North Main Street, East and West Market streets, and Kern Street where no more specific classification seems to fit. These are all prominent locations that have mixed quality and types of development. Each segment needs detailed study to devise a strategy for improvement.

Guiding Policies: Arterial Frontage

- A. Evaluate each arterial frontage segment to determine its economic potential and its visual importance to Salinas.

Areas designated need to change, but have not been attracting new development that would be an asset to the city at these prominent locations.

Implementing Policies: Arterial Frontage

- B. Make appearance, access needs, and marketability, more important criteria for regulation than traditional use categories. Industry and residential use could adjoin, depending on the industry and on site design.
-

- C. Prepare a detailed plan to regulate uses and set design standards for each segment of arterial frontage.

Working with property owners and tenants it should be possible to put much of this frontage to more attractive and more productive use. By offering public improvements such as street landscaping, the City may secure support for screening, sign control, and building maintenance that will create a new perspective on these areas' potential.

3.7 OFFICES

If population were to reach 163,000, non-governmental office employment would double to about 12,000 persons, requiring about 1.5 million square feet of additional office space (250 square feet per employee). With a quarter of the gain downtown and a quarter in business parks, demand would remain for 60 to 80 acres of office park.

Salinas has attractive outlying office complexes on North Main Street and Blanco Circle, but sites for more offices are scarce. The General Plan map adds offices adjoining shopping centers in the new development areas of North and East Salinas and on the west frontage of Highway 101 between West Laurel Drive and Alvin Drive.

Guiding Policy: Offices

- A. Provide office sites of sufficient quality to strengthen Salinas' attraction to users who have a wide choice of locations.
-

Implementing Policies: Offices

- B. Reserve a segment of freeway frontage for offices that want high visibility and are willing to build to a standard that expresses Salinas' commitment to quality.
-

-
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-

Implementing Policies: Offices

- B. Reserve a segment of freeway frontage for offices that want high visibility and are willing to build to a standard that expresses Salinas' commitment to quality.
-

-
- C. Add offices in Conditional Growth Areas to strengthen the identity of new neighborhoods and to disperse peak-hour traffic.
-
- D. Design offices along East Romie Lane to minimize traffic on local streets to maintain the privacy and security of adjoining residences, and to complement the residential character of the neighborhood.
-

3.8 BUSINESS PARKS AND GENERAL INDUSTRIAL AREAS

Space needs for research and development, manufacturing, and warehousing cannot be projected with confidence at a time when both United States and Monterey County industries are undergoing significant change and adjustment. A desirable living environment, low costs compared with California's giant metropolitan areas, and proximity to these markets suggest that Salinas will be attractive to a wide range of manufacturing industries, particularly those looking for start-up locations. Consequently, the General Plan designates enough land (300 acres of business park and 800 acres of general industrial area) to meet high growth projections and to maintain competitive land prices.

Salinas has lost food-processing employment as market preference for fresh produce has led to more packing in the field. Durable-goods manufacturing in Monterey County has shown a modest employment gain relative to California as a whole and includes 1,000 jobs in Salinas, mainly from firms that could have a wide choice of locations. Salinas has a few high-tech manufacturing and assembly firms and will attract more, although there may be little need for additional space in the immediate future because of stress in the electronics industry and overbuilding in Silicon Valley. Mid-tech firms and manufacturers of products such as building specialties, machinery, or apparel will choose Salinas because owners and managers want to live in the area. Heavy manufacturing is a declining sector of the U.S. economy, and is unlikely to be a factor in Salinas growth.

Salinas Airport Business Park exemplifies the type of working environment needed to attract desirable jobs to Salinas. Business parks may include offices, manufacturing, warehousing, and similar uses. The common features are quality design, building materials, landscaping, and absence of nuisances.

The General Plan recognizes that the largest industrial space users will continue to be those related to the Salinas Valley's agricultural economy and those that supply regional needs.

Guiding Policies: Business Parks and General Industrial Areas

- A. Maintain a competitive supply of sites for offices and manufacturers that want the kind of business-park environment typically associated with high-technology industries.

-
- B. Recognize and support the needs of incubator industrial space users and industries that must have low rent.
-

Implementing Policies: Business Parks and General Industrial Areas

- C. Maintain business-park quality standards south of West Rossi Street from North Main to North Davis Road, and on East Blanco Road opposite Blanco Circle.

These prominent infill sites are conveniently located and adjoin existing high quality development. The Plan provides a total of 300 acres of business park land of which less than 30 acres are developed.

- D. Provide space for general industrial expansion between Highway 101 and the Salinas Airport.

Salinas now has a shortage of vacant general industrial sites. Although lacking easy access until a Harris Road interchange is built, this 600-acre site is close to Salinas' major industries and is the logical location for expansion without encroaching on the Blanco soils south of Abbott Street. Development of a needed truck terminal at Harris Road would provide community-wide benefits and stimulate development of the new industrial area.

- E. Support industrial development at the Firestone Business Center and at Spreckels.

Although neither of these locations is expected to annex to the City, both could make major contributions to the Salinas economy.

- F. Assist owners in revitalizing underused industrial properties.

Where a change of appearance or use is needed to attract permanent tenants, costs are probably lower than for new development, but creative planning and marketing is needed.

3.9 PUBLIC FACILITIES AND INSTITUTIONS

Providing public services, ranging from schools to sewage treatment and disposal, is a major challenge posed by continuing City growth. Because many essential urban services are furnished by public agencies other than the City of Salinas, or by private organizations, the City does not have direct control over their price, quality or availability.

General Plan policies are aimed at coordinating the actions of various agencies and organizations to facilitate efficient provision of services. Adoption of the General Plan, which quantifies development potential at different locations, enables service providers to plan for future growth.

3.9.1 Elementary and Secondary Schools

The desire to provide quality education for Salinas children was one of the concerns that spurred community interest and involvement in the General Plan revision process. Specific issues included school overcrowding, minority student isolation (high concentration) in many schools, funding for new facilities, and possible relocation of Salinas High School.

Four school districts provide elementary and secondary education in the city. Schools in the Santa Rita, Alisal, Salinas City and Salinas High School districts are listed in Tables 5 and 6 and shown on Figure 4. Outer portions of the Planning Area are served by two rural districts, Spreckels Union and Graves. New development areas will be served by the Santa Rita Union and Alisal Union districts, consistent with 1987 district boundaries. While school board decisions are independent of the City, coordination between agencies is essential.

Guiding Policies: Elementary and Secondary Schools

- A. Coordinate urban planning with all Salinas school districts.
- B. Assist school districts in obtaining land needed for new school sites.
- C. Consider impacts of proposed projects on school enrollment and facilities when acting on development applications
- D. Reduce minority isolation by mixing housing types and prices in new development areas and minimizing further enrollment increases in East Salinas schools by reducing residential densities.
- E. Cooperate with all school districts in planning for parks and recreation facilities to maximize community recreation opportunities (See Open Space Element policies 4.3.1.G and 4.3.1.O).

Implementing Policies: Elementary and Secondary Schools

- F. Distribute environmental review documents and notices prepared under the California Environmental Quality Act (CEQA) to all of the school districts.

The school districts have expressed interest in being more closely involved in development review; systematic inclusion in the environmental assessment process should be a part of their involvement.

TABLE 5
ELEMENTARY SCHOOLS
January 1988

	City Sector	Capacity*	1987-88 Enrollment	Notes
SALINAS CITY				
El Gabilan	N	702	698	
Kammann	N	837	847	
Loma Vista	N	567	563	
Natividad	N	702	696	
Los Padres	E	567	558	
Sherwood	E	783	813	
Boronda	S	324	323	9 classrooms leased to SUHSD.
Lincoln	S	662	618	
Mission Park	S	729	715	
Monterey Park	S	432	438	
Roosevelt	S	503	479	
University Park	S	540	537	
District Total		7,348	7,285	
ALISAL				
Alisal/Annex	E	614	679	
Bardin	E	626	753	
Frank Paul	E	652	618	
Fremont	E	693	714	
Sanborn	E	697	748	
Virginia Rocca				Scheduled to open in February 1988; the 672 students are currently housed in 11 double- wide trailers.
Barton	E	792	672	
District Total		4,074	4,184	
SANTA RITA				
Santa Rita	N	644	626	
La Joya	N	504	541	
District Total		1,148	1,167	
CITYWIDE TOTAL		12,747	12,703	
GRADES K-6				

* Regular Classrooms and Lease-Purchase and Owned Portable Classrooms
Source: Salinas Community Development Department; Blayney-Dyett

TABLE 6
INTERMEDIATE AND HIGH SCHOOLS
January 1988

	City Sector	Capacity*	1987-88 Enrollment	Notes
SANTA RITA				
Gavilan View	N	504	539	Grades 6-8
SALINAS UNION				
El Sausal Jr. High	E	1,160	1,364	
Washington Jr. High	S	1,230	1,182	
Alisal High	E	1,172	1,452	Expansion in progress will increase capacity by 200.
North Salinas High	N	1,556	1,920	
Salinas High	S	1,510	1,891	District has plans for renovation.
CITYWIDE TOTAL GRADES 7-12		7,192	8,348	

* Includes regular and portable lease-purchase and owned classrooms.
Source: Salinas Community Development Department; Blayney-Dyett

G. Encourage school districts to base their planning on General Plan land use policies.

A master plan was prepared for the Alisal, Santa Rita and Salinas High School school districts in 1987. The Plan should be reviewed, and, if necessary, revised to reflect the City's General Plan policies for future growth.

-
- H. Treat school sites indicated on the General Plan in Conditional Growth Areas as schematic.

Precise location of school sites should be determined based on more detailed planning at the Precise Plan level. In the absence of current data for the entire urban area, General Plan studies projected enrollment using data from the 1980 census. Changes since 1980 and the rate of growth will affect the numbers and locations of additional schools.

- I. Cooperate with school district funding programs by issuing building permits only after all required school fees have been paid by developers.

This policy is consistent with the requirements of Section 53080 of the State Government Code.

3.9.2 Other Educational Facilities

As a community college in a city without other post-secondary educational opportunities, Hartnell College has established itself as an important part of a wide range of activities in the city -- cultural and recreational as well as educational. In addition to the South Salinas campus, Hartnell operates an Alisal Campus used for agricultural and horticultural education. The college does not have plans for physical expansion that affect General Plan policies.

Lack of a four-year college in Monterey County has long been considered a handicap in attracting high technology employers. The City, the Salinas Chamber of Commerce and other organizations have been working to establish a satellite center of San Jose State University. The Center would not provide the full range of facilities and services offered at a traditional campus, but would save many students a long commute and would increase the city's appeal to employers.

The Salinas Union High School District has selected a site at the southwest corner of Carr Lake for the consolidation of continuation and adult school activities.

Guiding Policies: Other Education Facilities

- A. Assist San Jose State University in establishing a satellite center in Salinas.
-

- B. Work with the Salinas Union High School District to coordinate development of the District's continuation and adult school with other Carr Lake development.

Implementing Policy: Other Education Facilities

- C. Provide city staff assistance to San Jose State University representatives working to locate appropriate facilities for the Satellite Center.

The Center, which will serve the Tri-County area, will initially occupy leased space. After five years of successful operation, State funds for construction of a permanent center will be requested.

3.9.3 Libraries

The Salinas Public Library serves residents of the city and surrounding county areas with three facilities. Growing population and increasing demands on library services led to plans for expansion of all three, prior to the General Plan revision. The Library has adopted a Plan for Library Service Development, 1985-2000, which includes plans for expansion of the El Gabilan Branch and the Steinbeck Library, as well as service improvements at the Santa Lucia Branch. Growth to General Plan holding capacity will require further expansion of the library system if service standards based on the Library Plan are to be maintained.

Guiding Policies: Libraries

- A. Develop a high-quality library system that enhances the cultural life of the community; is the repository of people's ideas, knowledge and thoughts; and is the information center for the community.
-

Implementing Policies: Libraries

- B. Construct a Regional Branch library to serve the needs of new development area residents and function as a back-up to existing branch libraries.

The new library should be at a prominent location which will be convenient to residents of Conditional Growth Areas and equally convenient to regular users of the North and East Salinas branch libraries, which would place it in the vicinity of Boronda Road extension at Natividad Road. A site within or adjacent to one of the new shopping centers would make it easy for people to combine a visit to the library with daily chores.

The regional branch library will serve local needs as well as providing reference materials for a broader geographic area. It will have a service radius of approximately 1-3/4 mile.

C. Expand El Gabilan and Santa Lucia Branch libraries.

The two community branch libraries have a service area of approximately 1-mile radius and contain high-turnover materials to serve neighborhood needs.

D. Expand the Steinbeck Main Library.

The Steinbeck Library serves the entire city as well as functioning as a community branch library for South Salinas residents. It is a depository for infrequently used materials and is equipped for research activities.

E. Estimate the cost of expanding the Steinbeck, El Gabilan and Santa Lucia Libraries, and determine the share to be financed by a combination of government funds and private-development fees.

This policy is consistent with Growth Management Policies 3.1C and 3.1G.

**TABLE 7
EXISTING LIBRARIES AND FUTURE NEEDS**

Library	Population Served	Service Radius	Site Area Existing/Future	Floor Area Existing/Future
Steinbeck (Main Library)	Entire City	n-a	1.8/3.6 ac. ¹	30,000/55,000 sq. ft.
Santa Lucia (Community Branch)	20,000	1 mile	2.5/2.5 ac.	9,800/15,000 sq.ft.
El Gabilan (Community Branch)	20,000	1 mile	.8/1.8 ac.	3,500/13,500 sq.ft.
Future Regional	30,000	1.75 mile	0/2.4 ac.	0/20,000 sq.ft.

1. Acreage will depend on preparation of a master development plan for the entire city block.
-

3.9.4 Recreational and Cultural Facilities

Guiding Policies: Recreational and Cultural Facilities

- A. Provide recreational and cultural facilities using national standards and community needs assessments as guidelines.
- B. Provide facilities to meet the special needs of low-income neighborhoods.
- C. Encourage development of commercial recreational facilities to enhance community recreational opportunities and to fill unmet needs.
- D. In areas of high concentration of low-income families or where sufficient needs exist, consider the development of special facilities.
- E. If the Boronda Area is annexed to Salinas, a neighborhood center to address the needs of residents of this area should be considered. As the city continues to expand, the need for additional senior and day-care centers should also be considered.
- F. Develop a multi-use stadium with a seating capacity of 7,000 to 15,000.

Anticipated elimination of the Salinas High School stadium along with other community needs justifies this facility. Consideration should also be given to possible joint use by the California Rodeo.

- G. Consider development of an indoor sports center of 15,000 square feet or larger.

The City's existing recreation center on Lincoln Avenue is old and does not adequately meet indoor sports needs.

3.9.5 Institutional Uses

General Plan policies are intended to assist in the location of institutional uses serving Salinas residents, to avoid future conflicts between uses and to coordinate plans for public and semipublic uses.

Guiding Policies: Institutional Uses

- A. Make provision in residential areas for institutional uses that are needed near homes and which benefit from a residential environment.

B. Work with employers to facilitate provision of on-site child care facilities.

C. Request that Monterey County facilities in Salinas be planned and developed consistent with the City's General Plan.

D. Recognize the contribution to the community made by local hospitals, and work to minimize conflicts between hospital activities and surrounding neighborhoods.

Implementing Policies: Institutional Uses

E. Serve as liaison between landowners and developers and institutional users seeking space for facilities development.

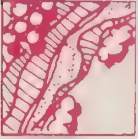
The City can assist representatives of religious institutions, child care providers and sponsors of other community-oriented activities in locating sites in Conditional Growth Areas by making their needs known to developers and encouraging or requiring potential sites to be set aside for a specified period of time.

F. Locate places of religious assembly and uses of similar character on arterial streets where possible.

(See Land Use Element Policy 3.3.J.)

G. Request the County of Monterey to design new facilities at its Natividad Road complex to relate to Constitution Boulevard as well, creating an institutional campus.

The County complex should contribute to the city's environment in a manner reflecting the importance of these activities to Salinas and the County as a whole.



4. OPEN SPACE ELEMENT

Agricultural open space provides Salinas' visual distinction and economic support. While all agricultural land is economically vulnerable to urban expansion, the prime soils of the Salinas Valley are relatively more valuable and support for preserving prime soils is stronger than in California metropolitan communities where agricultural preservation has failed. The General Plan reaffirms a commitment to compact urban growth directed away from the best agricultural land.

Because Salinas is surrounded by intensive agriculture that has replaced a natural wooded environment, the need for trees and turfed parks within the city is strongly felt. The General Plan includes an ambitious program of park acquisition and development.

Four types of open-space lands are identified in the state requirements for the Open Space Element (Gov. Code Sec. 65560 et seq.): open space for outdoor recreation; open space for the preservation of natural resources; open space for the managed production of natural resources; and open space for public health and safety. Any action by the City to acquire, dispose of, or regulate the use of open-space lands in any of these categories must be consistent with the Open Space Element (Gov. Code Sec. 65566).

Additional policies relating to open space are in the City Design Element (Policies 2.2.G and 2.2.J) and the Conservation Element (Policies 7.3.B, 7.3.C and 7.3.E).

4.1 OPEN SPACE FOR THE PRESERVATION OF NATURAL RESOURCES

The scarcity of natural areas within the planning area make preservation of those that exist all the more important. Wildlife habitats along creeks and the Salinas River need protection and enhancement.

Guiding Policies: Open Space for the Preservation of Natural Resources

- A. Preserve and enhance natural creek and river corridors indicated on the General Plan map.
- B. Protect the Gabilan foothills habitat by maintaining existing watershed and grazing uses consistent with the Monterey County General Plan.
- C. Explore with Monterey County the potential for creation of a Gabilan Creek Regional Park extending along the creek from the urban edge to the headwaters in the Gabilan Mountains.

Implementing Policies: Open Space for the Preservation of Natural Resources

- D. Establish the widths of stream corridors and the development to be permitted or required based on area required for projected flow with minor channel improvements, preservation of existing vegetation and habitat, bike/pedestrian, and maintenance access needs.
 - E. Establish standards for access and responsibilities for maintenance of stream corridors within the urban area.
-

4.2 OPEN SPACE FOR THE MANAGED PRODUCTION OF RESOURCES

Agricultural Land

Land to the west and south of the existing city is the most productive, so the General Plan directs growth to the north and east. The Plan provides for a compact urban area with a short perimeter in order to minimize the inefficiencies for agriculture that result from proximity to urban development.

Mineral Resources

Conservation Element policies 7.5.A and 7.5.B pertain to aggregate resources.

Guiding Policies: Open Space for the Managed Production of Resources

- A. Maintain a compact urban form and locate growth areas to minimize loss of agricultural resources.

See Growth Management policies in Section 3.1.

- B. Minimize conflicts between agricultural and urban uses.
-

Implementing Policies: Open Space for the Managed Production of Resources

- C. Where feasible, bound the urban area with an arterial road.

The buffer provided by the road mitigates some of the nuisances that can lead to restriction of agricultural operations at the urban edge.

-
- D. Provide a permanent agricultural buffer as part of residential developments intended by the General Plan to form a permanent urban edge. The purpose is to mitigate the adverse impacts of residential use on adjoining agricultural operations.

This policy applies to development south of Williams Road and east of Alisal Road where the buffer is shown on the General Plan diagram. It does not apply where arrows indicate possible future extension of the urban areas.

- E. Limit access to the West Bypass road.

The Bypass will cut through prime agricultural land and would create pressure for urban development if rights to access from adjoining land were not acquired at the same time as right of way.

4.3 OPEN SPACE FOR OUTDOOR RECREATION: PARKS AND RECREATION

The General Plan envisions a system of parks and park-like open spaces that both serves recreation needs and creates reference points for persons moving through the city. The existing Sherwood Park/Rodeo Grounds complex and the proposed Carr Lake Park will form the nucleus of the system.

Although Salinas has some fine park and recreation facilities, many neighborhood and community parks are too small to serve their intended functions and some neighborhoods are too distant from a park. The proposed park system will more than double the 1987 ratio of park acreage per capita, but building it will require an increased tax effort. The cost will far exceed the amount raised by park fees (at the 1987 level) to be collected as a condition of residential development approval.

Plan policies refer to four types of parks. Pocket parks, neighborhood, community and large urban parks are defined as follows:

Pocket Parks. These are usually single-lot parks in relatively high-density areas. They provide play equipment for children in the immediate area and can also provide attractive social areas for seniors.

Neighborhood Parks. Providing close-to-home play opportunities for children, neighborhood parks may include sitting areas, ball diamonds, play and picnic areas.

Community Parks. Community parks are designed to attract and serve several neighborhoods with recreational facilities that are not provided in neighborhood parks. Community park elements include tennis courts, swimming pools, soccer fields, multi-purpose courts, and community centers. Community Parks are located on or near arterial streets to increase accessibility and contribute to neighborhood design.

Large Urban Parks. These provide the opportunity to "get away" from the city without travelling far. Large urban parks provide varied topography and space for large trees. Facilities for picnicking, swimming, nature study, hiking, riding, as well as

sports courts and fields are included. Large urban parks have parking and lighted sports areas.

The Plan adds parks in all categories, distributed according to the needs of current and future residents and availability of park land in different parts of the city. Figure 4 shows park sites.

4.3.1. Parks

Guiding Policies: Parks

- A. Develop a high-quality public park system that provides adequate space and facilities for varied recreational opportunities conveniently accessible to all Salinas residents.
- B. Create a "park-like" atmosphere for the city with parks at prominent locations, greenways, and landscaped streets.
- C. Maximize the use of built and natural features to develop a citywide network of parks and open spaces with Carr Lake and the Sherwood Park/Rodeo Grounds complex as its nucleus.
- D. Identify the recreation needs of special user groups, such as the disabled and elderly, and address these in park and recreation facility development.
- E. Minimize substitution of private recreational facilities for public parks in order to ensure permanent availability for use by the entire community.
- F. Prepare a park and open space Master Plan to precisely identify the elements of Salinas' park and open space network, such as the types of facilities to be provided at specific sites, park development priorities and means of financing acquisition and development.
- G. Plan park and recreation facilities in cooperation with concerned public and private agencies and organizations, particularly school districts, and neighborhood residents.
- H. Where historical sites and buildings offer recreational opportunities, cooperate with the Monterey County Historical Society and other organizations in providing a park setting and recreational facilities.

Implementing Policies: Parks

- I. Locate neighborhood parks within 3/8 mile of all homes. The minimum size for new neighborhood parks is five acres unless adjoining a cooperatively planned elementary school, in which case three acres may be acceptable.

The new parks shown on the General Plan diagram conform to these standards. Unfortunately, not all older areas meet this standard and most have no land available for new parks. Community parks serve the function of a neighborhood park for nearby residents.

Joint planning between the Salinas Recreation and Parks Department and the elementary school districts will be essential where parkland and school land is to be combined.

- J. Establish 20 acres as a minimum size for community parks; locate community parks within 1½ miles of all households.

Some of the existing parks that serve community park functions (Closter and Central parks) do not meet the acreage standard. The Plan calls for expansion of existing community parks where open land exists to allow a full range of facilities.

- K. Acquire and develop Carr Lake as a major regional recreational facility of 400 to 500 acres.

This large park would be a civic asset exceeding its recreational value. Because of the site's freeway visibility, visitors and residents would associate Salinas with an appreciation of the environment, parks and green open space. The site could include a fishing and boating lake, multi-use stadium, golf course, and indoor and outdoor sports facilities.

- L. Consider re-design and changes in use of the Sherwood Rodeo Complex to maximize the potential recreational opportunities for this area and to effectively link it to the proposed Carr Lake park and open space network.
-

- M. Acquire and develop parks as shown on the General Plan map. Parks incorporating special features or requiring special treatment include:

- Rossi-Rico Park, to be expanded to 20 acres in order to provide space for community park facilities;
- El Dorado Park, to be expanded to 20 acres;
- Oak Grove Park at Williams Road and Old Stage Road will preserve a unique example of the Valley's native landscape. Activities are to be limited to pick-nicking, walking and nature study.

- The Boronda Adobe, on the National Register of Historic Places, is to be the focal point of a public park.

Location of the Rossi-Rico Park may change depending on its relationship to adjacent development and the extent to which adjacent flood-prone lands can be used for community park facilities. The area's final land-use design will be determined by a precise plan.

Community parks and large urban parks are shown in Table 8.

- N. Develop pocket parks in East Salinas to compensate for lack of private play space for children in high density apartment areas.

The Plan designates one site, on East Laurel Drive between Sanborn and Towt, for a pocket park. Sites on other blocks of high density apartments may be appropriate for acquisition and development of pocket parks. Single lot parks are not encouraged in other parts of Salinas, but the density of development in this area and the lack of recreational facilities for small children make the development of additional "tot lots" desirable.

- O. Explore use of school facilities, including sharing of costs of school site expansions, as an alternative to acquiring separate park sites.

Successful joint use is a challenge in Salinas because of the high demand placed on both school and city recreation facilities.

- P. Amend the City's Zoning Ordinance to require provision of play areas in high-density projects.

Zoning regulations for multifamily residential districts require open space but not areas specifically designed for children's use (1987).

- Q. Preserve Salinas' historic past including the tradition of the Rodeo and historic buildings and sites by integrating them with Salinas's recreation system and open space network.

The Harden Ranch House is proposed as part of a private recreational area; the Boronda Adobe site is designated as a park by the Plan.

- R. Encourage the development of landscaped open-space greenways, trails, stream beds, and private recreational facilities by considering credit toward neighborhood and community park acreage requirements only when it can be demonstrated that the area includes features normally provided in the park which will remain permanently accessible and available for public use.

Credit may be allowed only for facilities and features in proportion to the extent such facilities and features would otherwise be provided in neighborhood and community parks.

TABLE 8
COMMUNITY AND LARGE URBAN PARKS

Subarea/Park Location	Acres at Full Development
North Salinas	
El Dorado Park	20
San Juan Grade Park	25
Natividad, North of Boronda	20
Municipal Stadium/Sherwood Park/Rodeo Grounds	100
Carr Lake	400-500
East Salinas	
Hebbron Heights Park	28
Natividad Creek Park	70
Closter Park	7
Oak Grove	18
Sconberg Ranch	20
South Salinas	
Boronda Adobe Park	10
Rossi-Rico Park	20
Central Park	8
Exposition Grounds Park	11
(Not City owned)	

4.3.2 Funding

Guiding Policies: Funding

- A. Require new residential development to provide land and/or fees to achieve a minimum of three acres per 1,000 population for developed public parklands for community or neighborhood parks.

The term "developed public parkland" refers to a fully improved park, including facilities and features commonly found in neighborhood and community parks and in accordance with minimum park-development standards established by the Salinas Recreation-Park Commission.

-
- B. As necessary, consider formation of special districts, issuance of bonds and other means for financing large urban parks and special facilities serving all of Salinas.
-

Implementing Policies: Funding

- C. Establish park fees for nonresidential development to assist in the funding of Carr Lake Park and other recreational facilities that have service areas which may extend beyond the city limits.

Contributions by developers of non-residential space are considered appropriate because the park will be used by persons who do not live in Salinas but who work, shop or use services in the city.

- D. Work cooperatively with the County of Monterey, school districts, and other agencies to arrive at an equitable means to fund recreational facilities which will benefit non-residents or may be used by other agencies to meet their needs.
-

4.4 OPEN SPACE FOR PUBLIC HEALTH AND SAFETY

Creek and lake beds that are dry most of the year account for a significant portion of open space in the existing urban area and Conditional Growth Areas designated on the General Plan map. Because Reclamation Ditch 1665 carries the stormwater outflow and expansion of its capacity would be disruptive, existing flood retention areas should be kept as open space. The acreage within Carr Lake that can be developed as a park will be determined by the amount of substitute stormwater storage capacity that can be provided by deepening or diking a portion of the area. Maintaining the capacity of Heinz Lake between Highway 101 and Salinas Municipal Airport may reduce the area designated for general industrial development shown on the General Plan map.

Creek corridors maintained as open space for the preservation of natural resources also serve as floodways needed for public safety.

Guiding Policies: Open Space for Public Health and Safety

- A. Maintain open areas needed to retain stormwater and prevent flooding of urban or agricultural land.

Stormwater runoff will increase as the urban area expands. Planning for retention capacity should be based on assumed development of all urban land designated on the General Plan map.

-
-
- B. Locate and design retention areas to contribute to the visual quality of the city's open space system.

Depending on the frequency of flooding and the locations from which they are seen, flood retention areas can be given natural forms and planted or screened.

- C. Maintain open space adjoining Salinas Municipal Airport as required for safety for present runway configuration and for possible future extension of Runway 8-26.

Areas that must remain open include land within 500 feet of the centerline of each runway, the clear zone at the end of each runway, and a 1,200-foot radius surrounding the VORTAC navigational aid.

- D. Develop open-space corridors along utility easements, stream banks, drainage-ways, slopes, power-transmission-line rights-of-way, and other natural features as shown on the General Plan map.

Such corridors should contain pedestrian and bicycle paths, benches and picnic facilities as appropriate. These pathways can connect to bike lanes on designated streets. The PG&E right-of-way in Rossi-Rico can serve as a model.

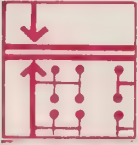
Implementing Policies: Open Space for Public Health and Safety

- E. Prepare a city-wide Master Drainage and Sewer Plan based on the General Plan.

This plan must precede design of Carr Lake Park and the roads in the Carr Lake basin. See policies in Section 8.2, Flooding and Drainage.

- F. Require dedication, improvement and maintenance of stormwater flow and retention areas as a condition of development approval.

The drainage plan covering the entire urban area will provide an equitable basis for allocating the responsibility for improvements to each development project.



5. CIRCULATION ELEMENT

Ideally, adequate traffic capacity would be available to serve the city's desired land-use pattern. In practice, however, land-use decisions have had to take feasible road capacity into account. Through the use of a computerized traffic-simulation model and testing of land-use and circulation alternatives in the sketch plan process, a circulation system has been designed as part of the General Plan. The trafficways system illustrated on the General Plan map is intended to:

- Permit traffic to choose reasonably direct paths to destinations throughout Salinas;

- Minimize intrusion of through traffic onto local roadways;

- Avoid over-reliance on Highway 101, Laurel Drive, Main Street and the downtown street system for intra-city travel, and for travel between Highway 101 north and Routes 183 and 68;

- Provide efficient routes for transit service, emergency and other service vehicles.

New routes are designated and improvements to existing roads are shown. The intent is to create adequate capacity for new and future development meeting standards set by Section 5.1 below.

Detailed information on the modeling and transportation planning conducted for the General Plan revision can be found in the *Salinas Citywide Traffic Circulation Technical Report*.

The Circulation Element seeks not only to identify needed improvements for serving the city at General Plan buildout, but also to put into place a system for implementing transportation improvements. Policies on implementation are designed to achieve consistency in analyses of traffic impacts of new development projects, facilitating project evaluation and continued conformance with the General Plan.

5.1 TRAFFIC LEVEL OF SERVICE

Traffic operations are classified by Level of Service (LOS) A through F. LOS A, B or C indicate conditions allowing traffic to move freely with average delay of less than 25 seconds at intersections. LOS D and E are progressively worse, similar to conditions in a busy downtown area, with average delays of 25 to 60 seconds. LOS F indicates projected traffic demand exceeding the capacity of the intersection or roadway segment, resulting in long queues and delays averaging 60 seconds or more. Table 9 shows the ratio of volume to capacity for each LOS.

The policies included in the Plan strike a balance, setting standards acceptable to the community while avoiding extremely disruptive or high-cost improvements.

TABLE 9
INTERSECTION LEVEL OF SERVICE DESCRIPTIONS

Service Level	Volume-to-Capacity Ratio	Stopped Delay per Vehicle (seconds)
A Free Flow	0.00 - 0.59	≤ 5.0
B Stable Operation	0.60 - 0.69	5.1 - 15.0
C Stable Operation	0.70 - 0.79	15.1 - 25.0
D Approaching Unstable	0.80 - 0.89	25.1 - 40.0
E Unstable Operation	0.90 - 0.99	40.1 - 60.0
F Forced Flow	Not applicable	> 60.0

Guiding Policies: Traffic Level of Service

- A. Strive to maintain traffic Level of Service (LOS) C or better as the standard for all intersections and roadways in Conditional Growth Areas as mapped in Figure 1.
- B. Strive to maintain traffic level of service (LOS) D or better within the existing urban area. LOS D should be limited to one-hour peak periods (a.m., p.m., and noon peaks), except where improvements to meet this standard would be prohibitively costly or disruptive. At such locations, accept LOS D during two-hour peak periods, with the possibility of intersections at or near the limits of LOS D.
- C. Adopt and implement a uniform set of standards for the city's roadway network including standard right-of-way and typical sections.
- D. Estimate the cost of needed street improvements and determine the share to be financed by State/County/City funds and the share to be financed by private development projects. Establish a formal process for evaluating traffic impacts of development proposals and a method for determining each project's share of circulation system improvement costs. Treat landscaping as an integral part of these costs.

Projects must pay for improvements within and adjoining the site, for capacity increases at one or more nearby intersections, and a fee based on trip generation to fund part of the cost of major projects.

-
- E. Require that any proposal for an amendment to the Land Use Element of the General Plan demonstrate that traffic service levels meeting General Plan policies will be maintained on arterial and collector streets.

A thorough review of transportation impacts will be part of the review process for amendment applications.

Implementing Policies: Traffic Level of Service

- F. Conduct peak-hour traffic counts at selected intersections on a semi-annual basis to monitor levels of service.

Regular traffic counts are essential to enable the City to manage street-system development and to understand the status of compliance with General Plan policies.

- G. To the extent feasible, implement improvements prior to deterioration in levels of service below the LOS C standard of Policy 5.1.A and the one-hour LOS D standard described in Policy 5.1.B.

In Conditional Growth Areas, the City should initiate the next phase of roadway improvements when a volume to capacity ratio of 0.70 to 0.72 is reached. In other locations, construction should be scheduled when a volume to capacity ratio of 0.80 to 0.82 is reached.

- H. Design new facilities to serve projected traffic at General Plan buildout.

The full capacity of an arterial shown on the General Plan may not be needed until many years after it is first constructed, but the ultimate right-of-way should be established and near-term improvements designed for expansion to meet future need. Table 10 lists street design standards.

- I. Approve development projects following determination that traffic improvements serving the development and necessary to maintain LOS standards will be constructed in time to accommodate trips generated by the project.

The determination will require that improvements to be paid for directly by the project sponsor as well as improvements to be financed from other revenues be funded and scheduled for construction. This policy may cause approval to be withheld if adequate traffic service for a proposed project is dependent on completion of a major improvement that cannot be funded or built in a short time, such as a street widening or interchange reconstruction.

TABLE 10
TYPICAL STREET DESIGN

Facility Type	Right-of-Way (in feet)*	Number of Lanes
<u>Expressways</u> (Divided; no access)	110-130	6
<u>Major Arterial</u> (Divided; limited access)	106-130	4-6
<u>Minor Arterial</u>	84	4
<u>Collector Streets</u>		
Commercial	64	2
Industrial	64	2
Residential	60-64	2

*May vary depending on amount of landscaping.

- J. Require all projects for which approval is granted by phase or for which construction and occupancy will extend over a period longer than two years to submit an annual report to the City documenting the project's trip generation and demonstrating compliance with conditions of approval related to traffic and transportation.

Lack of compliance would disallow the next development phase until reduction of trip generation is achieved.

- K. Use the General Plan traffic model for projecting cumulative traffic increases on arterials and collectors, and for establishing trip distribution factors to be used for all traffic-impact assessments. Traffic counts and other data used for the model are to be routinely updated on an annual basis.

Only the General Plan traffic model can provide an adequate projection of traffic resulting from both cumulative development and planned traffic improvements. The General Plan model can produce either a growth factor or volume projection of background traffic conditions if used without any trips assumed to be generated from development on a project site. By adding project traffic, an EIR can quantify project impacts.

- L. Establish subareas and subarea traffic models within the planning area to conduct traffic-impact analysis.

When projects are proposed, the subarea model can be used for the traffic analysis. The traffic base with the proposed project could be used for the cumulative analysis. The citywide model should be used to establish both large area impacts and to define the cumulative traffic-growth factors for subsequent EIR evaluation.

5.2 FREEWAY AND ARTERIAL STREETS

The Trafficways System component of the Circulation Element is illustrated in Figure 5. Table 11 shows arterial streets with projected lanes needed, and levels of service at the time General Plan holding capacity is reached.

Guiding Policies: Freeway and Arterial Streets

- A. Urge Caltrans to make improvements to Highway 101 and to construct the Prunedale Bypass to serve through trips and trips to and from Salinas.
-
- B. Seek county and state participation in funding a West Bypass that will handle a portion of the regional traffic now overloading North and South Main Street, West Laurel Drive, and Davis Road.

Trips between Prunedale/North Salinas and Fort Ord/Monterey Peninsula should be routed around Salinas, not through it.

- C. Discourage diversion of traffic to local streets by providing maximum capacity on arterial streets and locating high traffic-generating uses on arterial frontage.
-
- D. Wherever possible, use design solutions to increase capacity of six-lane arterials rather than widening to eight lanes.
-

Implementing Policies: Freeway and Arterial Streets

(See also City Design Element policies in Sections 2.1 and 2.2.)

- E. Seek Caltrans implementation of the following Highway 101 projects:
- Construction of northbound and southbound auxiliary lanes connecting interchange on- and off-ramps on both sides of the freeway between John Street and Russell Road;
 - Widening from four to six through-lanes between Russell Road and North Main Street;
 - Based upon detailed forecasts and further study, reconstruction or upgrading of all interchanges.



This map is a part of the General Plan

FIGURE 5: CIRCULATION SYSTEM



BLAYNEY-DYETT, URBAN AND REGIONAL PLANNERS
DKS ASSOCIATES

- EXISTING
- - - - - FUTURE
- NUMBER OF LANES

NOTE:
See General Plan Map for
functional classification of streets.

TABLE 11
VOLUMES/LOS/LANE REQUIREMENTS

Street Segments	1986			At General Plan Buildout			
	ADT	Lanes	LOS	ADT	V/C Lanes	Ratio	LOS
<u>Main Street</u>							
North of Laurel	22,800	4	C	27,900	6 *	0.87	D
North of Alvin	27,200	4	D	38,900	6	0.81	D
North of San Juan	17,000	4	A	17,600	4	0.55	A
South of US-101	34,500	4	F	36,000	6	0.75	C
In Downtown	18,000	4	A	21,600	4	0.68	B
South of John St.	28,000	4	D	30,700	6	0.64	B
North of Blanco	21,100	4	B	25,700	4	0.80	D
<u>Davis Road</u>							
North of Blanco	16,800	2	F	26,000	4	0.81	D
South of Rt. 183	10,400	2	B	20,700	4	0.65	B
North of Rt. 183	23,200	4	C	33,600	6	0.70	C
South of Laurel	24,000	4	C	24,800	4	0.78	C
<u>Laurel Drive</u>							
West of US 101	29,200	4	E	40,000	6	0.83	D
West of Sanborn	18,400	4	F	13,300	4 *	0.83	D
East of Main	18,500	4	A	24,700	4	0.77	C
<u>Natividad Road</u>							
North of Sherwood	18,000	4	A	23,600	6 *	0.74	C
North of Laurel	25,000	4	C	40,100	6	0.84	D
North of Alvin	16,000	4	A	33,200	6	0.69	B
<u>Sanborn Road</u>							
South of US 101	25,000	4	C	27,900	4	0.87	D
North of Market	18,000	4	A	24,700	4	0.77	C
South of Laurel	18,000	4	A	29,900	6	0.62	B
North of Abbott	30,000	4	E	34,300	6	0.71	C
South of Abbott	22,260	4	C	27,160	4	0.85	D
<u>East Blanco Road</u>							
West of Davis	14,000	2	D	16,200	4	0.51	A
East of S. Main	26,000	4	D	26,500	4	0.83	D
<u>Central City Streets</u>							
Monterey St.	13,000	2	D	14,100	3	0.59	A
Salinas St.	12,900	2	D	17,000	3	0.71	C
East Market St.	19,000	4	A	17,500	4	0.55	A
East Alisal St.	19,200	4	B	23,700	4	0.74	C
Sherwood Drive	27,000	4	D	36,700	6	0.76	C
John St.	16,000	4	A	16,200	4	0.51	A

TABLE 11 (continued)

Street Segments	1986			At General Plan Buildout			
	ADT	Lanes	LOS	ADT	V/C Lanes	Ratio	LOS
<u>US 101 Interchanges</u>							
Boronda Rd. Sb-on	7,000	1	C	9,300	2	0.50	A
Boronda Rd. Nb-off	7,000	1	C	5,925	1	0.64	B
Laurel Dr. Nb-on	5,200	1	A	4,149	1	0.45	A
Laurel Dr. Nb-off	10,000	1	F	16,100	2	0.87	D
Main Sb-off	9,000	1	E	8,630	2	0.47	A
Main Sb-on	9,000	1	E	11,140	2	0.60	B
<u>Alisal Street</u>							
South of Acacia	10,000	4	A	8,600	2	0.54	A
East of US 101	16,500	4	A	17,900	4	0.56	A
<u>Abbott Street</u>							
North of Sanborn	22,000	4	B	32,900	6	0.69	B
<u>Boronda Road</u>							
West of US 101	1,000	2	A	24,400	4	0.76	C
<u>Williams Road</u>							
North of Laurel	9,000	4	A	22,000	4	0.69	B
<u>San Juan Grade</u>							
East of N. Main	8,500	2	A	12,900	2	0.81	D
<u>Alvin Drive</u>							
East of N. Main	16,400	4	A	25,000	4	0.78	C
West of Natividad	10,000	4	A	20,400	4	0.64	B
<u>New Roadway Linkages</u>							
West Bypass							
N. of Blanco		N/A	N/A	22,700	4	0.71	C
West Bypass							
N. of Rossi		N/A	N/A	39,800	6	0.83	D
Harris W/US 101							
W. Abbott St.		N/A	N/A	17,100	4	0.53	A
Russell E./San Juan	N/A	N/A		13,500	4	0.42	A
Russell E./Natividad	N/A	N/A		4,300	2	0.27	A
Boronda/W. Natividad	N/A	N/A		16,500	4	0.52	A
Boronda/E. Natividad	N/A	N/A		39,000	6	0.65	B

* Designates lane requirement for continuity of street system rather than LOS criteria.

-
- F. Make a six-lane expressway West Bypass a priority.

The proposed alignment for the bypass is preliminary and is subject to further refinement based on traffic and design studies of its connections with Reservation Road, West Blanco Road, Route 183, West Laurel Drive, West Alvin Drive, and Boronda Road. These studies will be completed prior to the establishment of official plan lines.

Special consideration should be given to establishing an alignment that is parallel and as close to Davis Road as possible and which minimizes the impact of the expressway on agricultural land and farming operations. No development will be allowed between the bypass and the land shown for development on the land-use map.

- G. Provide smooth access and egress to development fronting on arterial streets by requiring that parking areas be designed so that traffic does not stack up on the arterial.
-
- H. Locate high traffic-generating uses with direct access or immediate secondary access to arterial streets so that traffic does not use local streets.
-
- I. In Conditional Growth Areas, require driveway and intersections on arterial streets to serve 20 or more housing units.
-
- J. Combine driveways serving small parcels and maintain adequate distances between driveways and intersections to permit safe merging.
-

5.3 COLLECTOR AND LOCAL STREETS

Residential collector and local streets normally have the capacity to carry far more traffic than is acceptable to most people living along these streets. Standards are based on environmental conditions relating to noise, privacy, and safety concerns, rather than on the ability of collector and local streets to carry traffic.

Local streets are not shown on the General Plan map. In Conditional Growth Areas, Precise Plans may designate additional collector streets.

Guiding Policies: Collector and Local Streets

- A. Maintain neighborhood livability by designing future local residential streets for volumes of 500 to 800 vehicles or less per day and residential collector streets for volumes less than 3,000 vehicles per day.
-

-
- B. Keep trips generated by new development off existing local streets that already exceed the desired traffic standard.
-

Implementing Policies: Collector and Local Streets

- C. Where requested by residents, consider using traffic control measures to limit traffic on collector and local streets carrying volumes exceeding the standard.

(See also Policy 3.3.P.)

- D. Consider limiting driveway access to collector streets where traffic volumes will approach or exceed the standard.
-

5.4 TRANSIT AND TRANSPORTATION SYSTEMS MANAGEMENT (TSM)

Transit

Monterey-Salinas Transit provides bus service throughout Salinas, but as in most cities Salinas' size, buses carry only one to two percent of all person trips. Most transit patrons cannot drive or do not have access to an automobile. Only 20 percent of bus riders have a car available. Travel patterns are dispersed, and there are few large employment centers that would allow many riders to walk from a few transit stops. Service at 30- to 60-minute intervals discourages use for short trips.

Experience with similar systems indicates that the cost of better service rises faster than the increase in ridership. General Plan traffic projections do not assume an increase in the share of trips by transit, but the Plan recognizes transit as an essential service and includes policies designed to make it as convenient and cost-effective as possible.

Figure 6 shows existing and proposed future transit service streets.

Transportation Systems Management (TSM)

Management of transportation systems to relieve traffic congestion by reducing the number of peak-hour vehicle trips is a low cost alternative to adding street capacity. In an increasing number of California cities, ordinances or conditions of project approval require employers of a specified minimum size or within a specified area to achieve trip reductions. The usual methods are staggered work hours, incentives for transit use, and bicycle use and carpooling or vanpooling. In Salinas, use of staggered work hours carries the most promise for peak-hour relief.



0 3,000 6,000 FEET 2 MILES



BLAYNEY-DYETT, URBAN AND REGIONAL PLANNERS
DKS ASSOCIATES

FIGURE 6: EXISTING AND FUTURE TRANSIT STREETS

- EXISTING SERVICE STREETS
- FUTURE SERVICE STREETS

Guiding Policies: Transit and Transportation Systems Management

- A. Support Monterey-Salinas Transit's short-range goals and guidelines for service expansion.

The Short-Range Transit Plan (1988 through 1992) for Monterey-Salinas Transit, a joint-powers agency, calls for a new off-street Transit Center for Salinas near Salinas and Gabilan streets, benches or shelters at selected bus stops, additional evening service on the 32 West Laurel and 40 Del Monte lines, and more frequent service on some Salinas routes. Monterey-Salinas Transit's Development Review Guidebook illustrates preferred roadwidths, curves and turn areas for bus routes; building orientation and subdivision design for easier transit use and access; and bus-stop and bus-turnout standards.

- B. Urge a countywide approach to TSM as the best way to reduce peak-hour vehicle trips at major employment centers.

Effective programs at Fort Ord, Monterey County offices, and concentrated areas of visitor-oriented businesses on the Peninsula could have a significant effect on the region's most congested routes.

- C. Consider adopting a TSM ordinance applicable to business parks and large employers or concentration of employers that specifies target reductions in peak-hour vehicle trips.

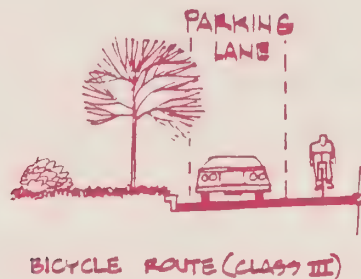
A 10 to 15 percent reduction is readily achievable. The TSM program could be voluntary, although a mandatory program would be more effective.

Ideas for reducing traffic include:

- *Transit design features within the development;*
- *Pedestrian access between bus service and major points within the development;*
- *Employer-subsidized bus passes;*
- *Contract shuttle bus service for employees;*
- *Construction of park-and-ride lots;*
- *In-house transit information programs at major employers;*
- *Flextime or staggered work hours for employees;*
- *Preferential parking for vanpools and carpools;*
- *Elimination of free parking; and*
- *Strict enforcement of parking regulations and time limits.*

5.5 BICYCLES AND PEDESTRIANS

Gentle topography and a compact form would make Salinas an ideal community for bike riding if safe, attractive routes were available. On many arterial streets the need for additional traffic lanes leaves no space for a bike lane, but where new arterials will be built, either a bike lane or an adjoining bike path may be provided. Greenways can accommodate bikes and pedestrians on the same path until congestion warrants a separate pedestrian path.



Guiding Policies: Bicycles and Pedestrians

- A. Develop a network of on- and off-street bicycle routes to encourage and facilitate the use of bicycles for commute, recreational and other trips.
 - B. Increase availability of facilities that promote bicycling.
 - C. Improve the biking and walking environment by providing safe and attractive walkways, bike lanes and bike paths.
-

Implementing Policies: Bicycles and Pedestrians

- D. Require sidewalks on both sides of all streets except where an adjoining greenway includes a pedestrian path.

-
- E. Study the possibility of authorizing bicycle use of sidewalks on streets where a bike lane is infeasible and pedestrian use is minimal.
-
- F. Encourage bike use by including secure bicycle storage facilities at employment sites, shopping and recreational areas and schools.
-
- G. Provide sidewalks or pedestrian paths with a minimum width of four feet (exclusive of curb) where pedestrian traffic is light, and ten feet where pedestrian activity is more concentrated. Curb cuts should provide accessibility for people in wheel-chairs.
-

5.6 TRUCKING

The city's role as an agricultural processing and shipping center on California's second most heavily traveled north-south route makes trucking an essential major part of the transportation system. With dispersed loading and delivery points in the city and no central location for transfers or overnight stops, large trucks create noise and visual nuisances and safety hazards in some residential and commercial areas where they do not belong. Truck parking is of particular concern.

Guiding Policy: Trucking

- A. Continue efforts to reduce adverse impacts of truck traffic and parking in nonindustrial areas of Salinas while recognizing and accepting the city's economic dependence on trucking.
-

Implementing Policies: Trucking

- B. Prepare short-term (three year) and long-term plans for truck routing, storage, and overnight parking.

The plans must balance trucking needs with protection of neighborhoods from noise and disruption.

- C. Seek a developer for a 20- to 30-acre regional truck stop and storage facility adjoining the proposed Harris Road interchange on Highway 101.

This location provides ample space convenient to the freeway and to major truck destinations in Salinas.

5.7 AIR TRANSPORTATION

The Salinas Municipal Airport, built by the U.S. Army during World War II, serves businesses and individuals as a general aviation airport but does not provide airline service. The 1980 Master Plan, soon to be updated, projected a doubling of based aircraft and operations by the year 2000, but by 1987 the number of based aircraft had already increased by 50 percent to 240. A primary objective of the update will be to determine whether there is a need to extend runway 8/26 by 1,000 feet to accommodate large business jets loaded to more than 60 percent of capacity.

The General Plan maintains open-space protection for the runway approaches, but adds residential development south of Williams Road within the airport's "area of influence" extending one-quarter mile northeast and parallel to Alisal Road.

The Plan reduces the potential for additional housing north of Williams Road in the approach zone of runway 13-31 under Policy 3.3.N that minimizes apartment additions in this part of East Salinas.

The Noise Element also includes policies relating to the Salinas Municipal Airport.

Guiding Policies: Air Transportation

- A. Continue development of the Salinas Municipal Airport as a general aviation facility.

The Monterey Peninsula Airport 18 miles to the west provides scheduled airline service, removing the need or opportunity for jet aircraft larger than business or executive jets to use the Salinas Airport.

- B. Use all possible means to maintain in open space all land within the airport area of influence designated as agriculture on the General Plan map.

- C. Retain airport property with direct runway access for uses directly related to aviation. Develop the 14-acre Core Area parcel northwest of the existing terminal as a Business Park.

A conceptual plan for the Core Area, designed to attract a mixture of aviation-related and nonaviation-related start-up companies has been prepared for the Municipal Airport.

Implementing Policies: Air Transportation

- D. Support continuation and improvement of the Airport's noise abatement program.

Flight patterns are designed to minimize noise in residential areas.

- E. Minimize residential population increases within the 55 decibel Community Noise Equivalent Level (CNEL) contour as projected to the year 2000.

Decreases in the potential number of apartments to be added in East Salinas in accord with the General Plan map are consistent with this Policy. This policy is identical to Policy 9.M of the Noise Element.

- F. As a condition of subdivision approval of projects within the Airport Local Area of Influence (Figure 7), require dedication of an aviation easement.

When land is subdivided with full knowledge of the presence of the airport, it is logical to protect the airport from future complaints and lawsuits about overflights by securing an aviation easement.

- G. As a condition of residential subdivision approval in or adjoining the Airport Local Area of Influence (Figure 7), require dedication of a buffer and non-access strip as indicated on the General Plan map adjoining land designated for agricultural use.

The purpose is to provide long term mitigation of potential adverse effects of urban use on adjoining agricultural use and thus prevent a future claim that conversion to urban use should be approved.

- H. Within the area designated as "airport operations", safety shall be the first consideration. Priority shall be given to construction projects that make this area safe for aircraft operations.

The "airport operations" area includes the runways, taxiway system, clear zones, and airport surfaces.

Most safety improvement projects in this area are eligible for federal funding from the Federal Aviation Administration, including runway and taxiway construction and paving, airport drainage, runway lighting, installation of navigation aids, and removal of flight hazards.

- I. The adjacent land south of the airport shall be used for airport facilities expansion and industrial development.

The adjacent land south of the airport is planned for a combination of T-hangars, fixed-base operations, and possibly the relocation of the terminal facility.

Approximately 74 acres of land south of the airport has been developed into the Airport Business Park.



0 1600 3200 4800 FT.

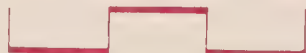
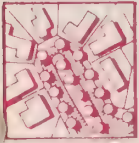


FIGURE 7: AIRPORT LOCAL AREA OF INFLUENCE

— LINE OF INFLUENCE

* See Glossary for Definition



6. HOUSING ELEMENT PROGRAM POLICIES

State law (Government Code Sections 65580 through 65589) requires the Housing Element to contain:

1. An assessment of housing needs, and an inventory of resources and constraints relevant to meeting those needs;
2. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and
3. A program that sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

The Housing Element data and analysis required by State guidelines is found in the Appendix. This section includes all Housing Element policies. Together, these two sections comprise the complete Housing Element of the Salinas General Plan.

Housing Program policies are grouped under six headings: affordable housing; housing for persons with special needs; housing sites; removing constraints to housing production; residential conservation; and access to housing. A seventh section contains policies relevant to residential energy conservation.

In 1986 only 22 percent of Salinas households could afford the median single-family house price of \$120,000 (new and resale units) if they had no equity in an existing home. AMBAG's projected housing need compared with actual housing production figures show a remaining need for 2,289 units affordable to low- and very-low-income households and 1,184 units affordable to moderate-income households for the period 1980-1990. Low- and very-low-income households make up 50 percent of Salinas households; about 25 percent are moderate-income households.

Limited income is not the only obstacle to finding adequate housing. Finding units of adequate size, location and design is especially difficult for large households, seasonal workers, senior citizens, disabled persons, and persons in need of emergency shelter. Policies in Section 6.2 address the housing needs of these groups.

Quantified Objectives

As required by state law, policies in this element seek to meet the quantified housing goals described in the Appendix: Housing Element Data and Analysis, Section 5.3, Housing Demand. The table on the following page shows numerical objectives.

Some units affordable by low- and moderate-income households will be produced by the private market. During the period 1982 to 1987, approximately 20 percent of owner-occupied units and most multifamily units were affordable by moderate-income households; 61 percent of new multifamily units built were affordable by low-income households. If these percentages apply to the approximately 3,800 to 5,000 units expected to be built during the 1988 to 1993 Housing Program, an additional 500 to 650 owner-occupied units,

and most of the 1,300 to 1,750 multifamily units would be affordable to moderate-income households, more than meeting the goal of 1,184 for this group. (See Appendix: Housing Element Data and Analysis). About 800 to 1,000 units of multifamily housing would be affordable to low-income households.

Some of the subsidy and regulatory programs listed below will overlap, reducing the total number of affordable units to be added. However, the market will continue to produce some units affordable by low-income households, and the total by 1990 is expected to substantially meet AMBAG's projection of need. Housing Element policies should ensure that about 12 percent of new units built will be permanently available for rent or sale to low-income households.

TABLE 12
SUMMARY OF HOUSING PROGRAM POLICIES
QUANTIFIED OBJECTIVES FOR AFFORDABLE HOUSING: 1988-1993

Program (Implementing Policy)	Total Objective	Net Objective ^b (No. of Units)
6.1.J Affordable share requirement for projects of 20 or more units	305-400 ^a	305-400 low income
6.1.E Tax exempt multifamily bonds	150	30 low income
6.1.L Public housing	300	300 low income
6.1.M Fund nonprofit housing	160	32 low income
	30	30 moderate income
6.2.I Housing for migrant workers	80	80 low-income seasonal farmworkers
6.2.J Retention of SROs	80	80 low-income SRO rooms
6.5.G Low-interest rehabilitation loans and assistance	240	240 low-income rehabilitation loans
Projected Units (1988-1990)		427-465 low-income units
		12 moderate-income units
TOTAL (Five-year program)	1,067-1,162	low-income units
		30 moderate-income units

a. Figures based on 1.8 percent and 3 percent growth rates; 10 percent of 3,814 and 5,000, respectively, reduced by 20 percent to account for some projects of less than 20 units.

b. Most of the proceeds of Tax-Exempt Multifamily Bonds (6.1.E) and most low-income, nonprofit-built units (6.1.M) are expected to be applied to the affordable-share requirement (6.1.J). To avoid double-counting, only 20 percent of the low-income units produced by policies 6.1.E and 6.1.M are added to the total.

Low- and moderate-income units may be produced using other programs (6.1.D: Density Bonus; 6.1.G: Single-Family Mortgage Revenue Bonds; 6.1.H: Use of Federal Tax Credit; 6.1.I: Mortgage Credit Certificates; 6.1.K: Second Units, etc.) but the number of units cannot be quantified.

6.1 AFFORDABLE HOUSING

The elimination of direct federal subsidies for additional housing for low- and moderate-income households has placed greater emphasis on the role of local jurisdictions in producing affordable housing. Market-rate ownership housing in Salinas is out of reach for most low- and moderate-income families who do not have equity in an existing home. While rental housing is more affordable by these households, many very-low-income households are paying more than 30 percent of their income for housing or are living in over-crowded conditions. The table below describes the income definitions used in the Housing Element and the percent of Salinas households in each income category in 1986, the most recent date for which figures are available.

Category	Income Definition	Dollar Income in 1986 ^a	Percent of Salinas Households in Category ^b
Very Low Income	Up to 50% of County Median Income	To \$15,300	28%
Low Income	51% to 80% of County Median Income	\$15,300 to \$24,500	23%
Moderate Income	81% to 120% of County Median Income	\$24,500 to \$36,700	24%
Above Moderate Income	Above 120% of County Median Income	Over \$36,700	25%

a. Figures are for four-person household, California Department of Housing and Community Development

b. Based on Urban Decision Systems, 1986 estimates.

Guiding Policies: Affordable Housing

- A. Participate in programs assisting in the production of housing affordable by very-low-, low- and moderate-income households.
 - B. Ensure that units produced for very-low-, low- and moderate-income households are made available to those groups and maintained as affordable units.
 - C. Provide for a geographic dispersal of units affordable by very-low-, low- and moderate-income households throughout the City of Salinas.
-

Implementing Policies: Affordable Housing

- D. Continue to grant density bonuses for provision of affordable units as required by state law. The units shall remain affordable for the life of the project.

Responsible

Agency: Salinas Planning Commission
Salinas City Council
Salinas Department of Community Development
Housing Authority of the County of Monterey

Quantified

Objective: Not possible to quantify

Actions

Needed: Prepare density bonus ordinance. Determine project eligibility during approval stage. Housing Authority to continue to oversee selection of tenants and continued affordability of units.

Financing: Staff time.

The City is required to grant a density bonus of 25 percent of the density that would otherwise be allowed under zoning regulations consistent with the General Plan or, alternatively, to grant an incentive of equivalent financial value under three conditions: if 25 percent of project units are affordable to households of moderate-income; if 10 percent of project units are affordable to low-income households; or if 50 percent or more of project units are set aside for senior-citizen households. The Housing Authority currently oversees the selection of tenants for affordable density bonus units in the city.

Density bonuses have been controversial in the past because very high density could result. However, the General Plan reduces densities, so allowing a density bonus will not invite poor-quality development.

- E. Continue to participate in mortgage revenue bond programs that provide tax-exempt low-cost financing to developers of projects making a portion of rental units available to low-income households.

Responsible

Agency: Salinas City Council (may issue bonds or may participate in issues by Monterey County or other jurisdictions)

(Federal and state programs govern availability of bond programs.)

Quantified

Objective: One multifamily project per year; total of five for housing program period. If projects average 150 units, five-year affordable total would be 150 low-income units.

Actions

Needed: Work with developers who propose suitable projects.

Financing: Developers pay cost of bond issue; no cost to City.

A program for multifamily housing revenue bonds was adopted by the City Council in July 1983. This bond program is designed to be self-supporting through the fees paid by developers at the time of bond issuance.

The primary objective of Salinas' multifamily bond program is to encourage the construction of new rental housing. Since 1985, the City has issued \$26.8 million in mortgage revenue bonds to finance four projects. Of the 632 units financed, 113 have been reserved for low-income households for terms varying from 15 to 25 years.

The 1986 Tax Reform Act requires that 20 percent of the units be affordable to households earning 50 percent or less of median income, or 40 percent of units be affordable to households earning 60 percent or less of median income. Rental payments on units occupied by very-low-income households cannot exceed 30 percent of income (limited to 50 percent of median household income). The state also regulates tax-exempt bond issues.

Recognizing the urgent housing need of larger families, state law requires that priority for tax-exempt funds be given to projects containing three or more bedroom units.

-
- F. Consider easing qualification requirements for mortgage revenue bonds by amending Section 10-81 of the Salinas Municipal Code (Rules and Regulations for the Financing of Multifamily Rental Housing Projects in the City of Salinas) to delete Part III.B.

Responsible

Agency: Salinas City Council

Quantified

Objective: Not quantifiable but will help achieve objective in 6.1.E., above.

Actions Needed: Amend Salinas Municipal Code.

Financing: None required.

This section of the Rules sets additional criteria for rental projects receiving tax exempt financing over and above state and federal requirements. The project to be financed must meet one of the following criteria: involve the redevelopment of an existing substandard property; is planned and designed to preserve and enhance significant environmental assets; is designed to meet the needs of senior citizens; contains 20 percent or more units with three or more bedrooms; contains 10 percent or more units with four or more bedrooms; 50 percent of units are affordable to low-income households. It is believed that these requirements may unduly restrict the use of the bonds.

G. Continue to participate in mortgage revenue bond programs that provide tax-exempt low-cost financing to first-time home buyers, if there is developer interest.

Responsible Agency: Salinas City Council

Quantified Objective: Unknown

Actions Needed: Work with developers of suitable projects.

Financing: Program cost borne by developer.

These funds provide lower-cost mortgages to moderate-income households (those earning up to 115 percent of the county median income) to buy new or existing single-family homes. When market-rate interest rates are relatively low, as they are in 1987, there is little developer interest in the program. Federal reauthorization of this program will be required before December 31, 1988.

H. Encourage use of Federal Tax credits for the production of low-income housing.

Responsible Agency: Salinas Department of Community Development
Salinas Redevelopment Agency

Quantified Objective: Unknown; program has no track record.

Actions Needed: Planning staff to research use of the Federal Tax Credit; request application packets from the Mortgage Bond Allocation Committee; prepare an information summary; and inform prospective users of the program.

Financing: City staff time.

Under the provisions of the 1986 Tax Reform Act, a 9 percent tax credit was available to rental-housing developers who made 20 percent of units affordable to households earning 50 percent or less of median, or 40 percent of units affordable to households earning 60 percent or less of median household income. Nonprofit developers can sell tax credits to for-profit developers. Federal reauthorization of this program is required by the end of 1988 or it will expire.

This is a new affordable-housing mechanism. Little information concerning use of tax credits is available, but the general opinion is that subsidies in addition to the state-mandated density bonus are necessary to make the affordable units feasible.

I. Investigate the use of mortgage-credit certificates.

Responsible

Agency: Salinas Department of Community Development
Housing Authority of Monterey County

Quantified

Objective: Not quantifiable.

Actions

Needed: Staff to contact agencies with ongoing programs and determine feasibility for programs in Salinas.

Financing: Staff time.

Mortgage Credit Certificates (MCCs) were first authorized by the Tax Reform Act of 1984. The act permits state and local governments to exchange some or all of their authority to issue mortgage-revenue bonds (MRBs) for the authority to issue mortgage-credit certificates. A certificate entitles first-time home buyers with incomes less than 115 percent of median income to reduce the amount of their federal income tax liability by an amount equal to a portion of the interest paid during the year on a home mortgage. The tax credit allows qualified home buyers to use more of their income on mortgage payments, thus increasing their effective home-buying power.

This new housing-finance mechanism is being used in Sacramento where certificates were issued to 42 families in the last three months of 1986. The typical buyer using an MCC in Sacramento has a household income of between 65 and 75 percent of the median.

The Salinas Board of Realtors is working with the Housing Authority to implement MCCs on a countywide basis. In January 1988, the County Board of Supervisors agreed to participate in the program. Federal reauthorization of MCCs is pending.

J. Establish a program to assist developers of new housing to provide adequate housing to meet the needs of low- and very-low-income households. Such program shall include the following components:

1. A goal of providing 10 percent of all new housing affordable to households of low or very low income.

2. Developers of new housing projects of 20 or more housing units shall submit with their application a plan for meeting the goal within their project. The plan shall be reviewed and approved as part of the project approval. Prior to issuance of building permits for the project, the developer shall provide adequate assurance of compliance with the terms of the approved plan.
3. The City shall participate by assuring 25 percent density bonuses to projects meeting the goals, and by making available annually funds for Assistance for housing projects containing housing for low- and very-low-income households.

Responsible

Agency: Salinas Planning Commission
Salinas City Council
Salinas Department of Community Development

Quantified

Objective: 305-400 units which is 10 percent of the five-year development expectations on large sites, at 1.8 percent and 3 percent growth rates.

Actions

Needed: Adopt a resolution or ordinance establishing an affordable housing program.

Financing: City funds and private funds.

- K. Enact a second-unit ordinance that allows second units in single-family residential zoning districts where additional parking for the second unit is provided, and where the second unit neither adversely affects nor alters the character of surrounding single-family residential development.

Responsible

Agency: Salinas Planning Commission
Salinas City Council
Salinas Department of Community Development

Quantified

Objective: Unquantifiable, but not likely to provide more than a few dozen units.

Actions

Needed: Prepare and adopt a second-unit ordinance.

Financing: No cost to city.

The City has received few applications for second units and so far has dealt with them on a case-by-case basis using state standards. Preparation of a second-unit ordinance will allow the City to address concerns relating to the impact of second units in single-family residential areas.

-
- L. Cooperate with the Housing Authority of the County of Monterey in developing low-income housing.

Responsible

Agency: Salinas Department of Community Development
Salinas City Council

Quantified

Objective: 300 units if housing program funding continues at current levels.

Actions

Needed: Cooperate with HACM in locating suitable sites.

Financing: No cost to City.

The Housing Authority built 363 new housing units during the period 1982 to 1987 using a variety of programs including tax-exempt bonds, Farmers Home Administration funds, and HUD funds.

- M. Continue to fund nonprofit housing sponsors to permit them to construct, acquire and improve lower- and moderate-income housing. Support nonprofit corporations in their efforts to make housing more affordable to lower- and moderate-income households.

Responsible

Agency: Salinas Department of Community Development
Salinas City Council

Quantified

Objective: 160 low-income units and 30 moderate-income units assumed if current level of funding is continued.

Actions

Needed: Continue funding at current levels.

Financing: Continuing appropriations.

Community Housing Improvement Systems and Planning Association (CHISPA) produced 188 units of low- and moderate-income housing since 1982 using about \$2 million in City funds as well as some \$10 million in other governmental funding.

- N. Encourage use of Redevelopment housing funds, established by the 20 percent tax increment set-aside requirement, to maximize affordable housing production.

Responsible

Agency: Salinas Department of Community Development
Salinas Redevelopment Agency

Quantified

Objective: Not possible to quantify.

Actions

Needed: Establish Redevelopment housing funds and develop housing policy guidelines.

Financing: Staff time.
Redevelopment housing fund.

New legislation requires the Redevelopment Agency to place 20 percent of its annual tax increment income in a housing fund to be used to improve the quality and quantity of low-income housing in Salinas.

- O. Acquire land in conditional growth and redevelopment areas to be set aside for the production of ownership housing that is affordable to low- and very-low-income households.

Responsible

Agency: Salinas Department of Community Development
Salinas Redevelopment Agency

Quantified

Objective: Not possible to quantify.

Actions

Needed: Establish a land-banking program; secure funds for implementation.

Financing: Development exactions, government and foundation funds as available, staff time.

Land could be acquired through various means including: development agreements, federal loan and grant funds, redevelopment agency tax increment funds, contributions and trades. If ten acres were acquired each year, sufficient land would be assembled in five years to accommodate 280 to 500 units, depending upon density. Units could be developed by local government agencies or by nonprofit housing development corporations.

6.2 HOUSING FOR PEOPLE WITH SPECIAL NEEDS

Section 5.1 identified those groups with special housing needs: larger families, female-headed households, the elderly, the homeless, and seasonal farmworkers. The following policies seek to encourage development of housing that will meet the special housing needs of these groups.

Guiding Policies: Housing for People with Special Needs

- A. Encourage the development of affordable-housing units with three or more bedrooms.
-

-
- B. Provide incentives for development of senior housing on sites where proximity to services and other features make it desirable.
-
- C. Encourage the retention and rehabilitation of high-density housing in the Central City.
-
- D. Encourage the provision of housing that is decent, safe, and attractive in Salinas for seasonal farmworkers.
-
- E. Encourage the provision of housing for homeless persons through the City's use of state and federal programs and through the cooperation of public and private sector organization.
-

Implementing Policies: Housing for People with Special Needs

- F. Require all multifamily projects exceeding 10 units (except senior housing and Central City projects) to provide two-, three- and four-bedroom units to meet needs as indicated by the census data or other measures of household size.

Responsible

Agency: Salinas Planning Commission
Salinas City Council
Salinas Department of Community Development

Actions

Needed: Adopt ordinance or resolution prescribing this policy.

Financing: City staff time.

Demographic data such as that available from the federal census should be employed to define the parameters for required, larger units. City staff to work with development community when drafting the ordinance or resolution.

- G. Review development regulations to assure that any disincentives to production of larger units are eliminated.

Responsible

Agency: Salinas Planning Commission
Salinas City Council
Salinas Department of Community Development

Actions

Needed: Review of development regulations.

Financing: City staff time.

Park fees, sanitary sewer fees and storm-drainage fees are currently assessed on a per-bedroom basis which, together with a generally lower per square foot for larger units, discourages construction of larger rental units. Apartments currently pay higher fees in proportion to development cost than single-family homes (see Table 21 in the Appendix). A per-unit cap on fees, or a sliding scale with reduced rates for units with three or more bedrooms would reduce the disincentive.

The Land Use Element calls for regulation of density without regard to unit size, thereby avoiding the disincentive for large units if fewer can be built.

- H. Continue to support the use by a nonprofit group of HUD 202 (low-interest) financing for construction of housing for the elderly and disabled. Support other governmental programs resulting in provision of housing for people with special needs.

Responsible

Agency: Salinas Department of Community Development
Salinas Redevelopment Agency

Quantified

Objective: Unknown

Actions

Needed: Write letter of support to HUD if a suitable project is proposed.

Financing: No cost to City

This program provides for rental or cooperative housing for the elderly and disabled. Direct low-interest loans finance the construction or rehabilitation. Eligible applicants include private nonprofit corporations and consumer cooperatives. Public bodies are not eligible.

In 1987, there were funds for only 240 units in California. HUD is looking for projects of about 30 to 50 units each.

- I. Support efforts by State Office of Migrant Services and Monterey County Housing Authority to provide housing for migrant farmworkers and their families.

Responsible

Agency: Salinas City Council
Housing Authority of the County of Monterey (HACM)

Quantified

Objective: 80 units

Actions

Needed: Cooperate with HACM in locating a suitable site and applying for FmHA 514/516 funds.

Financing: City staff time

The Office of Migrant Services and the Housing Authority oversee operation of the King City Migrant Center, the nearest publicly operated, migrant-family housing to Salinas. When funds are available, new centers are built with FmHA Section 514/516 funds (loans and grants for farm-labor housing) on sites secured by the local Housing Authority. According to the Office of Migrant Services, a site for 80 units built as duplexes or four-plexes would require 7 to 10 acres.

This housing would probably not be built on sites reserved through Policy 6.1.J because housing vacant for six months of the year would not generally be located in residential neighborhoods. The need for a low-cost housing site may make construction in smaller communities in the Salinas Valley more likely than in Salinas.

- J. Encourage retention and rehabilitation of single-room-occupancy hotels in the Central City.

Responsible

Agency: Salinas Department of Community Development
Salinas Redevelopment Agency

Quantified

Objective: Rehabilitation of up to three hotels with a total of about 80 rooms.

Actions

Needed: Work with hotel owners by City staff.

Financing:

Special User Housing Rehabilitation Program and HUD 312 Rehabilitation Program; federal funds available through the Stewart McKinney Homeless Assistance Act of 1987, administered by the U.S. Department of Housing and Urban Development.

Single-room-occupancy hotels (SROs) are one housing alternative for low-and very-low-income singles and couples, including those who would otherwise be homeless. There are several SROs in the downtown, but many of these hotels, while they provide inexpensive housing for their tenants, are dilapidated and unsafe. The Republic Hotel has the potential to become an excellent SRO project if necessary seismic improvements prove to be cost-efficient.

Recipients of any state or federal SRO funding would be required to limit rent increases and assure tenancy by low-income persons after rehabilitation.

Proposed uses of McKinney SRO funding must conform to a Comprehensive Homeless Assistance Plan (CHAP), which is prepared by the State and serves as the CHAP for all cities and counties in California.

- K. Consider allowing a density bonus larger than 25 percent in appropriate locations for projects with 50 percent or more units designated for seniors.

Responsible

Agency: Salinas City Council
Salinas Planning Commission
Salinas Department of Community Development

**Quantified
Objective:** Unknown

**Actions
Needed:** Consideration of individual proposals.

Financing: City staff time.

A larger density bonus would be appropriate in a location near to shops and services used by seniors, and where it can be demonstrated that the environmental impacts of the project would not exceed those envisioned by open occupancy units.

- L. Provide financial and technical support to a County-commissioned study of the homeless population.

**Responsible
Agency:** Salinas Department of Community Development
Salinas Redevelopment Agency

**Quantified
Objective:** Unknown

**Actions
Needed:** Limited financial assistance for the demographic profile of the homeless population and technical staff assistance in locating and identifying the homeless population.

Financing: Community Development Block Grant
Redevelopment Agency funds

This study is needed to identify the population and specific housing needs of the homeless population, including transitional housing.

- M. Support efforts of the Downtown Social Service Board to secure a suitable site and funding for an emergency shelter.

**Responsible
Agency:** Salinas Department of Community Development

**Quantified
Objective:** Not quantifiable.

**Actions
Needed:** Staff assistance to Board in locating a suitable site.

Financing: City staff time.

-
- N. Amend zoning ordinance regulations to provide clear guidance for the location and review of shelters for the homeless.

Responsible

Agency: Salinas Department of Community Development

Quantified

Objective: Not quantifiable.

Actions

Needed: Amend zoning regulations.

Financing: City staff time.

6.3 HOUSING SITES

The General Plan increases the amount of land designated for residential development and would allow over 10,000 units in new development areas south of the proposed Boronda Road extension as well as units on infill sites. Recent construction trends and the availability of permits for sewer hookups indicate that about 5,000 units could be added during the five-year housing program, although AMBAG projects a 1.8 percent growth rate or about 3,800 additional housing units.

Guiding Policies: Housing Sites

- A. Make sites for residential development available in response to market demand, so that scarcity of land does not unduly increase the cost of housing, consistent with other Plan policies.
-
- B. Ensure that new residential development is compatible with surrounding neighborhoods.
-
- C. Encourage a variety of housing types to be built on residential sites to increase choice for Salinas households.
-

Implementing Policies: Housing Sites

- D. Prepare and adopt Precise Plans for all Conditional Growth Areas prior to approval of any development.

Responsible

Agency: Salinas Planning Commission
Salinas City Council
Salinas Department of Community Development

Quantified

Objective: 3,800 to 5,000 units to be included in Precise Plans.

Actions

Needed: Prepare and adopt a Precise Plan consistent with General Plan policies.

Financing: Cost of Precise Plan preparation to be borne by property owners; staff time.

Policy 3.1.J of the Land Use Element also requires precise plans to be prepared and adopted for all Conditional Growth Areas.

- E. Continue to allow manufactured housing in all residential districts provided that it meets the same standards as conventional housing and is placed on permanent foundations.

Responsible

Agency: Salinas Department of Community Development

Actions

Needed: No action needed.

Financing: No cost to City.

Units that are partially constructed off-site may be less expensive than units built on-site. State law precludes local governments from prohibiting the installation of mobile homes on permanent foundations on single-family lots. Mobile homes can be subject to the same development standards (applying to both structure and lot) as conventional single-family lots.

6.4 REMOVING CONSTRAINTS TO HOUSING PRODUCTION

Guiding Policy: Removing Constraints to Housing Production

- A. Remove constraints to production and availability of housing to the extent consistent with other General Plan policies.
-

Implementing Policies: Removing Constraints to Housing Production

- B. Use the U, "Unclassified" district, as interim zoning only. Rezone existing "U" districts that have been developed to eliminate or reduce subsequent review time for proposed changes to that development.

Responsible

Agency: Salinas Planning Commission
Salinas City Council
Salinas Department of Community Development

Quantified

Objective: Reduce average time required for a discretionary approval by one to three months.

Actions

Needed: Review of "Unclassified" district regulations.

Financing: City staff time.

Too many residential projects are subject to conditional use permits and PUDs that increase project-approval times. Specific development guidelines would allow more development to be approved "as-of-right".

- C. Continue to provide for waiver of City development fees for directly assisted units affordable to low-income households.

Responsible

Agency: Salinas Department of Community Development
Salinas Planning Commission
Salinas City Council.

Quantified

Objective: Reduce cost of producing units affordable to low-income households by up to 6 percent.

Actions

Needed: Consider individual projects during development approval stage.

Financing: City loses a proportion of development fees.

Ordinance Number 1847 (approved in March 1982) provides an exemption for assisted low-income housing units from a portion of development fees for parks, street trees, and storm- and sanitary-sewer trunk lines. The proportion of fees to be waived and the application of the exemption to specific projects is to be determined by the City Council. Fee waivers should be replaced by a source of funds other than development fees. To date, no project sponsors have requested this fee waiver, indicating that some outreach concerning this program is needed.

- D. Continue efforts to streamline and improve the development-review process.

Responsible

Agency: Salinas Department of Community Development

Actions

Needed: Review of approval process.

Financing: Staff time.

6.5 RESIDENTIAL AND NEIGHBORHOOD CONSERVATION

Guiding Policies: Residential and Neighborhood Conservation

The following policies seek to improve the condition of housing in problem neighborhoods, to protect other neighborhoods from deterioration, and to enhance and preserve the historical and architectural character of housing. More detailed policies concerning historical and architectural preservation are included in the Conservation Element, Section 7.4.

-
- A. Maintain Salinas' housing stock in sound condition.
 - B. Rehabilitate substandard housing where feasible.
 - C. Provide public services and improvements that enhance and create neighborhood stability.
 - D. Preserve and protect residential historical and architectural resources.
-

Implementing Policies: Residential and Neighborhood Conservation

- E. Consider a policy for systematic enforcement of the building and housing codes.

Responsible

Agency: Salinas Department of Community Development
Salinas City Attorney

Actions

Needed: Develop program; start systematic inspection.

Financing: Additional staff will be required.

Currently, inspection is carried out on a complaint basis only. Periodic inspection should be conducted in buildings or areas having a history of code violations. Educational program should precede systematic enforcement.

- F. Prepare and enact property maintenance regulations that promote the sound maintenance of property and enhance the livability and appearance of residential areas.

Responsible

Agency: Salinas Department of Community Development
Salinas Planning Commission
Salinas City Council

Quantified

Objective: Cannot be determined until level of intent and persuasive power of ordinance are demonstrated.

Actions

Needed: Prepare and adopt regulations.

Financing: Additional staff may be necessary.

The City of Seaside recently adopted a property-maintenance ordinance that defines "prohibited conditions", including unsightly building exteriors, junk stored outside, and lack of turf or landscaping. The ordinance designates a Neighborhood Improvement Commission to conduct an administrative hearing to ascertain if any violations constitute a public nuisance. If a public nuisance is found, the City may serve the owner an order to abate. If the nuisance is not abated by the owner, the City may abate the nuisance and recover the cost through a lien on the property if necessary.

- G. Continue to offer lower-interest loans and technical assistance for housing rehabilitation, and housing information and referral programs to eligible property owners.

Responsible

Agency: Salinas Department of Community Development

Quantified

Objective: Assuming current appropriations, rehabilitation of 48 units a year or 240 units during the five-year planning period.

Financing: Community Development Block Grants, other HUD funds, funds from State Department of Housing and Community Development and private sector financing.

These loans are available to low-income owner-occupiers, and owners of rental property where at least 51 percent of the units will be occupied by low-income renters for at least 10 years. During the last five years, 548 units have been assisted with rehabilitation loans and grants.

- H. Investigate the potential for a Neighborhood Housing Services program in Salinas.

Responsible

Agency: Salinas Department of Community Development

Actions

Needed: Contact Neighborhood Housing Services representative.

Financing: No initial cost to City. If program is established, first annual investment may be \$75,000 plus staff time.

The Neighborhood Reinvestment Corporation was established by an act of Congress in October 1978. The corporation's mission is to assist local communities in revitalizing declining neighborhoods through the development of Neighborhood Housing Services (NHS) programs. Each NHS is a private nonprofit corporation that is locally initiated and funded. It is governed by a partnership of residents, business leaders and government representatives. If such a program were established, NHS staff would provide rehabilitation counseling, financial counseling, and construction monitoring, together with an ongoing program to improve the neighborhood's image. Neighborhood Housing Services partnerships are active in 12 California cities.

- I. Amend zoning ordinance regulations concerning residential uses developed to nonconforming standards to allow rehabilitation and enlargement provided the extent of nonconformity is not increased.

Responsible

Agency: Salinas Department of Community Development

Actions

Needed: Amend zoning regulations.

Financing: City staff time.

6.6 ACCESS TO HOUSING

Equal access to housing is protected by state and federal law. Discrimination on the basis of race, ethnic or national origin, religion or marital status is prohibited by the Federal Civil Rights Act of 1968 and by Section 53 of the California Unruh Civil Rights Act. The Rumford Fair Housing Law (part of the California Fair Employment and Housing Act of 1980) also protects individual's access to housing.

The California Supreme Court ruled that discrimination against children in housing is prohibited under the Unruh Civil Rights Act in its decision, Marina Pt., Ltd. v. Wolfson, (30 Cal. 3rd 721 (1982)). Housing Element policies affirm the City's commitment to supporting these laws.

Guiding Policy: Access to Housing

- A. Work to ensure that individuals and families seeking housing in Salinas are not discriminated against on the basis of age, sex, family structure, national origin, or other arbitrary factors.
-

Implementing Policies: Access to Housing

- B. Support efforts of organizations dedicated to working toward elimination of discrimination in housing.

Responsible

Agency: Salinas City Council
Local and Regional organizations

Actions

Needed: Cooperate with, and support housing organizations as needed.

Financing: Depends on type and level of assistance.

Organizations committed to protecting fair access to housing include the Monterey County Department of Consumer Affairs, the Salinas Board of Realtors and the State Department of Fair Housing and Employment.

- C. Ensure that adequate provisions are made in new developments for families with children, including provisions for amenities such as tot lots and play yards.

Responsible

Agency: Salinas Department of Community Development

Actions

Needed: Adopt this General Plan policy; possibly revise ordinance standards.

Financing: None, implement through zoning.

Housing opportunity for families with children should not be limited because necessary facilities are not provided.

- D. Continue funding tenant-landlord mediation service to provide assistance in resolving rental housing complaints.

Responsible

Agency: Salinas City Council

Quantified

Objective: Not applicable

Actions

Needed: None required.

Financing: Continuing.

The Conflict Resolution and Mediation Center of Monterey County was awarded the contract to provide mediation services. This service was previously provided by City staff.

6.7 OPPORTUNITIES FOR ENERGY CONSERVATION

Guiding Policy: Opportunities for Energy Conservation

- A. Encourage development and construction standards that encourage energy conservation in residential uses.
-

Implementing Policies: Opportunities for Energy Conservation

- B. Develop or revise design standards relating to solar orientation of buildings, landscaping, fences, impervious surfaces, and parking-space requirements to conserve energy.

Responsible

Agency: Salinas Department of Community Development

Actions

Needed: Prepare design standards.

Financing: City staff time.

- C. Incorporate into a revised Subdivision Ordinance a requirement for lot orientation and design to take advantage of passive solar heating and cooling, maintenance of solar access, street widths, and proper planting of trees to reduce heat gain and loss.

Responsible

Agency: Salinas Department of Community Development
Salinas City Council

Actions

Needed: Amend Subdivision Ordinance

Financing: City staff time.

- D. In new development areas, encourage land-use arrangements and densities that facilitate energy-efficient public-transit systems.

Responsible

Agency: Salinas Department of Community Development

Actions

Needed: Staff to consult with Monterey-Salinas Transit and consider implementing design suggestions contained in Monterey-Salinas Transit's Development Review Guidebook.

Financing: City staff time.

- E. Encourage the retention and creation of neighborhood-level services (e.g. family medical offices, dry-cleaners, grocery stores, drug stores) throughout the city in order to reduce energy consumption and promote neighborhood identity.

Responsible

Agency: Salinas Department of Community Development
Salinas City Council

Actions

Needed: Implement Plan Policy 3.4.I relating to new neighborhood shopping centers.

Financing: None required.



7. CONSERVATION ELEMENT

Conservation issues in the Salinas Planning Area relate mainly to urban and agricultural consumption of water, air, and soil resources. The natural habitat has been altered to the extent that few areas supporting native flora and fauna remain. Urban development dating from 1856 has produced significant historic and architectural resources.

Requirements for the Conservation Element are established in Government Code Section 65302(d). This part of the General Plan is to address "the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources."

In addition to the City's efforts, county, state and federal agencies have responsibility for environmental protection. The environmental review process required by the California Environmental Quality Act (CEQA) examines the potential effects of individual projects on the environment.

Policies for agricultural land preservation are included in the Open Space Element, Section 4.2 of the General Plan.

7.1 WATER QUALITY AND WATER CONSERVATION

Water for urban and agricultural use is pumped from wells throughout the Planning Area. Groundwater is derived mainly from the Salinas River and the underground movement of water from further south in the Salinas Valley. Little water percolates from the surface to underground water aquifers in the southwest portion of the Planning Area because of an impenetrable clay layer. In this part of the Salinas Valley clay layers also separate the groundwater basin into three separate aquifers: one below 180 feet, one below 400 feet and one below 900 feet. This system is illustrated in Figure 13 of the MEA. During dry periods the Salinas River flow and groundwater recharge are maintained by water released from the Nacimiento and San Antonio Reservoirs at the head of the Salinas Valley. This system is operated by the Monterey County Flood Control and Water Conservation District (MCFCWCD).

The hydrologic unit known as the East Side area (roughly north-east of East Laurel Drive) does not receive substantial recharge from the reservoirs. In this part of the Planning Area, pumping has exceeded recharge and has resulted in declining water levels. Pumping costs in this area will continue to rise as local overdrafting continues.

Another result of overdrafting is salt water intrusion in the 180- and 400-foot aquifers. In the 180-foot aquifer, salt water has intruded east of Castroville as of 1983. Salt water in the 400-foot aquifer has intruded to Marina and Fort Ord. MCFCWCD has endorsed the Castroville Project, which includes reduced pumping in the coastal area and importation of surface water to Marina and Fort Ord, and which will reduce the rate of salt water intrusion by 60 percent. Groundwater pumping will continue during times when surface water is not available.

MCFCWCD is preparing a Water Conservation Plan because conservation must be a part of any plan to reduce overdrafting. The Plan's goal is a 7.5 percent reduction in county water use by 2000. This is to be achieved through programs that will review the existing rate structures, educate the public about water conservation, promote drought-tolerant landscaping and the use of reclaimed water, encourage water-conservation ordinances at the local level, and promote more efficient agricultural irrigation practices.

The amount of water consumed per acre of urban or agricultural land is similar, but urban users can afford to pay far more than growers. In the event of future shortages, urban growth would likely be curtailed by a declining agricultural economy rather than an inadequate urban water supply. However, importing water is not a currently available alternative because all sources have been allocated by the State Water Project and state-mandated procedures.

Nitrate pollution of groundwater has occurred in the East Side area (see Figure 11 in the MEA), and may be due to fertilizer wastes or septic tank failure.

Guiding Policies: Water Quality and Water Conservation

- A. Support regional efforts to protect water quality and quantity.
 - B. Institute conservation programs to alleviate problems caused by groundwater overdrafting.
-

Implementing Policies: Water Quality and Water Conservation

- C. Enact regulations that promote water conservation.

A local program could require drought-resistant vegetation and low-flow plumbing fixtures in new and existing development.

- D. Cooperate with the Monterey County Flood Control and Water Conservation District to monitor nitrate pollution and develop a program to prevent further water source contamination.

The source of nitrate pollution -- long-term agricultural use, septic tank failure or improperly sealed wells serving as a conduit to deeper aquifers -- is not yet known. When the source is ascertained, appropriate preventive measures can be instituted.

- E. Support Monterey County Flood Control and Water Conservation District efforts to find a long-term solution to the salt water intrusion problem.

The proposed Castroville project will slow the rate of salt water intrusion, but further steps including use of reclaimed water may be required.

-
-
- F. Investigate the potential for groundwater recharge through creek beds and catch basins in Conditional Growth Areas.

This could be included in the scope of the Master Drainage and Sewer Plan required by policies in the Open Space and Safety elements (Policies 4.4.J and 8.2.D). Potential for direct recharge varies with the nature of the underlying geologic formations. The area roughly northwest of Laurel Drive has been mapped by the Flood Control District as within the East Side Area, where percolation to aquifers readily occurs.

7.2 AIR QUALITY

Salinas enjoys relatively good air quality although the North Central Coast Air Basin, (Monterey, Santa Cruz, and San Benito counties) is currently designated as a non-attainment area for oxidants. The Monterey Bay Unified Air Pollution Control District (MBUAPCD) is the local agency empowered to regulate air quality in the Air Basin. According to the 1982 Air Quality Plan, MBUAPCD believes that a substantial portion of the ozone ambient air quality standard exceedances are a direct and indirect result of transport of ozone and its precursors into the North Central Coast Air Basin from the San Francisco Bay Area Air Basin located directly to the north. The District has advised that control requirements applied in the Bay Area should be at least as stringent as those adopted by the MBUAPCD. Salinas, itself, has not experienced ozone-standard violations since 1980.

Monitoring data for Salinas indicates possible violations of the state standards for particulates. The primary source of these particulates is the exposed agricultural soil of the Salinas Valley.

The MBUAPCD operates monitoring stations to measure concentrations of carbon monoxide, nitrous oxides, sulfur dioxide, and particulates. A new Air Quality Plan to be completed by the District in 1989 projects a 2005 population of 135,000 for Salinas. MBUAPCD staff has indicated a belief that city growth at a rate higher than that envisioned by the Air Quality Plan may compromise the District's ability to maintain air quality standards, particularly in regard to ozone and particulate emissions.

Guiding Policies: Air Quality

- A. Cooperate with the Monterey Bay Unified Air Pollution Control District to implement the Air Quality Plan.
-
- B. Implement additional measures to protect air quality which may be required to mitigate the effects of population growth.

The 163,000 General Plan population holding capacity exceeds the 135,000 projection for 2005 being used for air-quality planning. Mitigation measures in addition to those included in the regional plan may be necessary to avoid air quality degrada-

tion if growth were to exceed the District's projections. If such mitigation measures are not available, limiting growth to avoid breaching standards would be required by General Plan policy 3.1.C that allows growth only if environmental quality is maintained.

Twenty-year projections of air quality are subject to wide variations dependent on economic conditions and policies beyond local control. If ozone imported from the Bay Area is a cause of failure to meet standards in the Salinas Valley, an obvious alternative to limiting growth in Salinas would be more stringent regulation of emissions or growth in the Bay Area.

Implementing Policies: Air Quality

- C. Encourage development design that conserves air quality and minimizes direct and indirect emissions of air contaminants.

Development design, including bicycle lanes and bicycle storage facilities, pedestrian links and mixed-use projects, may reduce trips and air pollutants. See policies in Circulation Element Sections 5.4 and 5.5.

- D. Encourage reduction in vehicle-trips through Transportation Systems Management (TSM) and the use of non-polluting forms of transportation, including bicycles, and walking.

Policies in Sections 5.4 and 5.5 of the Circulation Element refer to TSM and pedestrian and bicycle circulation.

- E. Consider carbon monoxide levels at intersections when evaluating the need for intersection-capacity improvements.

Congested intersections create the highest localized levels of carbon monoxide, so early relief of congestion points will improve air quality. The Circulation Element identifies existing and projected levels of service on roadways. State and federal standards specify levels of carbon monoxide above which health or material damage effects have been documented.

- F. Work with Monterey County to establish a tree-planting program to create wind-breaks which will reduce airborne particulates.

Agricultural activities are the area's major source of particulates. Tree rows along Highway 101 in King City provide an example.

7.3 WILDLIFE AND NATURAL VEGETATION

Despite intensive agricultural and urban use, the Planning Area includes natural areas that merit conservation. Natividad and Gabilan creeks, a grove of oak trees on the corner of Williams and Old Stage roads, Markley Swamp, and the Salinas River provide valuable wildlife habitat and visual diversity.

The Salinas River supports a variety of native and introduced fish and a large bird population. Beaver and heron are also found near the river.

Guiding Policies: Wildlife and Natural Vegetation

- A. Protect and enhance creeks for their value in providing visual amenity, flood protection, and wildlife habitat.
- B. Protect remaining areas of native vegetation.

Implementing Policies: Wildlife and Natural Vegetation

- C. Develop standards requiring restoration of creeks when they are disturbed by adjacent construction.
- D. Preserve the oak grove at Williams and Old Stage roads as a park.

See Open Space Element Policy 4.3.1.M.

- E. Consider establishing native vegetation to restore a portion of Carr Lake and its tributaries to a natural state.

Plans for Carr Lake Park should determine whether a portion of the park would desirably be dedicated as a natural area rather than to active recreational uses.

7.4 HISTORIC AND ARCHAEOLOGICAL RESOURCES

A survey prepared by the City of Salinas Department of Community Development in November 1987 identified about 550 older structures within the 1913 Salinas urban area that represented a distinctive period style, or had some distinctive architectural embellishment. The location of these structures is shown on Figure 8. Restoration of buildings of historic and architectural value in and near the Central City redevelopment area contributes to downtown identity. The historic setting created by the neighborhoods bordering downtown is an important factor in downtown promotion and marketing of projects such as Steinbeck Plaza in the 100 Block of Main Street.

Seven sites in the Planning Area are designated either by the National Register of Historic Places or the State Historic Landmark Register, as follows:

Boronda Adobe, built in 1846 by Jose Eusebio Boronda, located at Boronda Road and Calle de Adobe, is a national landmark.

Bradley Sargent House on Central Avenue, designed by architect William Weeks and built in 1896, is also on the National Register.

Site of the Hill Town Ferry, is where one of the early ferries across the Salinas River operated until 1889 and is now a State Historic Landmark.

Peter Bontadelli/Empire House, located at 119 Cayuga Street, a second empire-style home (now converted to offices) is on the National Register.

Sheriff William J. Nesbitt House, located at 66 Capitol Street, a Tradesman Vernacular-style home, is on the National Register.

Samual M. Black House, located at 418 Pajaro Street, a Queen Ann-style home, is on the National Register.

Krough House, located at 146 Central Avenue, a Queen Ann-style Victorian home (now converted to office uses), is on the National Register.

Other locations of historic significance include Spreckels, Graves School, the site of the first California college near Old Stage Road and Williams Road, and the Castro Adobe.

Little archaeological investigation which would reveal materials from earlier periods has been conducted in Salinas. Mapping by Monterey County of archaeological sensitivity zones identifies the Carr Lake/Natividad Creek corridor as the only area of high sensitivity in the urban area. The Alisal Slough, which once flowed through the city, may also include cultural artifacts used as fill material. Figure 15 in the MEA illustrates archaeological sensitivity and historic sites.

Guiding Policies: Historic and Archaeological Resources

- A. Protect historic sites and archaeological resources for their aesthetic, scientific, educational, and cultural values.
- B. Preserve architecturally important historic buildings. Require remodels and new buildings in areas that include concentrations of important historic buildings to be architecturally compatible.

This policy also appears in the City Design Element, Section 2.5 Architectural Heritage. Figure 8 shows structures of architectural merit in the Central City.



FIGURE 8:
OLDER STRUCTURES OF ARCHITECTURAL MERIT

Sources:
Sanborn Map Company, 1913.
Department of Community Development Survey, 1987.

Implementing Policies: Historic and Archaeological Resources

- C. Establish a historic/architectural preservation program and consider adoption of a historic/architectural preservation ordinance.

Such an ordinance would create a historic/architectural resources review process that would establish criteria for designation of cultural resources, review development proposals concerning such resources, and develop and promote information pertinent to cultural resources. The formation of a separate commission to conduct such a review process will be discouraged with such review to be conducted by City staff or by the Planning Commission. A model historic preservation ordinance is available from the California Office of Historic Preservation.

- D. Complete an architectural survey of the Central City in a form to be used for decisions on preservation and approval of new development.

The survey should place each structure of importance in one of three categories: highest importance, major importance, or contextual importance. For buildings of the highest or major importance, information collected should include the date built, architect or builder, architectural style, and original and current use. The survey could be used as a guide for tours to promote appreciation of the city's history.

- E. Adopt requirements for protecting unique historic and archaeological resources. Require evaluation of any resources found prior to development or during construction before development takes place or construction continues.

CEQA requires evaluation of any archaeological resources on the site of a development project. Unique resources, as defined by state law, should be protected, either by physical measures or by locating development away from the site. Excavation by qualified archaeologists should be undertaken only if protection is unfeasible.

- F. Support private efforts to restore historically and architecturally significant structures and to continue their use as an integral part of the community.

The practice of converting Central City homes to offices creates the potential for altering neighborhoods because of high traffic and parking demand. Off-site parking in the Central City, discussed in Land Use Element Section 3.5, should be located proximate to these smaller scale offices to minimize neighborhood impacts.

- G. Encourage public activities that recognize and celebrate historic sites, structures and events.
-

- H. Cooperate with the Monterey County Historical Society and other civic organizations in the placement of appropriate monuments or plaques to publicize or memorialize historic sites.

7.5 MINERAL RESOURCES

Other resources in the Planning Area include mineral resources. Most of the sites shown on Figure 10 of the MEA are sites of historic quarrying operations, but are not now considered significant resources. An area in the northwestern part of the Planning Area has been designated by the State Division of Mines and Geology as an aggregate resource area. Dolomite has been mined from this deposit for many years.

Guiding Policies: Mineral Resources

- A. Provide for mineral extraction in keeping with sound conservation practices and for the reclamation of the extraction site to a condition consistent with the surrounding natural landscape and environmental setting.
 - B. Require a mining and reclamation plan for all proposed mineral extraction operations.
-



8. SAFETY ELEMENT

The Safety Element of the General Plan is to provide information "for the protection of the community from unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, and dam failure; slope instability leading to landslides, subsidence and other geological hazards; flooding; hazardous material accidents; and wildland and urban fire," (Gov. Code, Sec. 65302 [g]).

8.1 GEOLOGIC AND SOILS HAZARDS; SEISMIC SAFETY

The San Andreas Fault, 15 miles east of Salinas, is the major potential source of earthquake damage. Salinas stands on 1,800 feet of alluvium, the sediment eroded from surrounding mountains that is highly susceptible to liquefaction during an earthquake. Liquefaction is the collapse of water-saturated soil structure caused by ground shaking. Ground failure during the 1906 earthquake caused severe damage in Salinas. Another major earthquake on the San Andreas Fault is likely to have its epicenter closer to Salinas than the 1906 San Francisco earthquake. The two faults that run through the Planning Area are considered potentially active rather than active.

Figures 6 and 7 in the Master Environmental Assessment (MEA) show Monterey County seismic faults and seismic hazards areas.

Guiding Policies: Geologic and Soils Hazards; Seismic Safety

- A. Investigate and mitigate geologic and seismic hazards, or locate development away from such hazards, in order to preserve life and protect property.
-

Implementing Policies: Geologic and Soils Hazards; Seismic Safety

- B. Geologic reports may be required for all development projects under the following conditions:
- Within 100 feet of a 100-year floodplain; creeks and sloughs (existing and historic);
 - In seismic hazard zones 3, 4 and 6 as defined in the Salinas Seismic Hazards Technical Report¹ (MEA Figure 7);

¹ City of Salinas, Department of Community Development, Salinas Seismic Hazards Technical Report, March 1977

- On slopes exceeding 10 percent;
- Projects involving critical structures (as defined in the Salinas Seismic Hazards Technical Report), structures over three stories, or other major developments.

Recommendations included in the geologic report related to mitigating geologic hazards may be made conditions of development approval.

- C. Soil reports prepared by a soils engineer may be required for any development on expansive soils that create building limitations.

Such soils include Copley, Clear Lake and Diablo soils. Recommendations made in the report relating to structural reinforcement and drainage may be made conditions of development approval. Expansive soils are described in the Soil Survey of Monterey County Use and Management of the Soils: Engineering, prepared by the U.S. Department of Agriculture Soil Conservation Service.

- D. Consider preparation of a parapet ordinance requiring reinforcement of building appurtenances which could fall during an earthquake.
-

- E. Use the building-inspection program to inventory and evaluate earthquake hazards in existing buildings, and institute a program for the systematic upgrading of seismically unsafe buildings.

The unreinforced masonry buildings in the Central City pose the greatest earthquake hazard. Methods for making these buildings earthquake-safe would permit retention of low-rent hotels and apartments.

- F. Develop an affordable program for retrofitting older buildings in Central City to address serious seismic safety concerns.

This work was started with an inspection survey in 1976 of 120 buildings in the 114-block Phase I Action Area of downtown that showed serious seismic safety deficiencies, especially with the 80 unreinforced masonry buildings in the sample. Los Angeles has developed an affordable retrofit program for such buildings.

- G. Consider preparation of a seismic safety ordinance requiring structural renovation of buildings likely to present a serious safety risk in an earthquake.

High priority should be given to critical structures -- government buildings, communication facilities, utilities and assembly buildings.

- H. Develop a seismic awareness program to educate the public about seismic hazards, and what to do in the event of an earthquake.

Seismic hazard education could take the form of distributing an information pamphlet through libraries and schools, and community-wide earthquake simulations involving

City personnel and emergency services, hospitals, communications, and private utility companies.

The latest information concerning response to an earthquake disaster has been incorporated in the Salinas MultiHazard Emergency Plan.

8.2 FLOODING AND DRAINAGE

Four natural channels -- Alisal, Natividad, Gabilan, and Santa Rita creeks -- flow from the Gabilan Mountains through Salinas. All are tributary to Reclamation Ditch 1665, the city's primary drainageway. Carr Lake and other lake beds in agricultural areas serve as retention basins when the capacity of the Reclamation Ditch is reached. This retention capacity must be maintained.

The Nacimiento and San Antonio dams control tributary flows into the Salinas River 100 miles upstream and have significantly reduced the extent and frequency of flooding along the river.

Guiding Policies: Flooding and Drainage

- A. Provide storm-water retention capacity consistent with Reclamation Ditch capacity to avoid damage to urban development in a 100-year flood.
- B. Locate development outside flood-prone areas unless flood risk is mitigated without decreasing retention capacity.

Refer to Figure 8 in the Master Environmental Assessment for delineation of flood-prone areas.

- C. Design projects in new development areas so as to avoid increasing flood hazard elsewhere.

Implementing Policies: Flooding and Drainage

- D. Prepare a citywide Master Drainage and Sewer Plan based on the General Plan.

This plan will allow staged design of improvements needed to accommodate growth. Determination of the retention capacity that must be provided in Carr Lake will be a major factor in the design of Carr Lake Park. See policies in Section 4.4, Open Space for Public Health and Safety.

- E. Require the first habitable floor of any structure to be one foot above the 100-year-flood elevation.

-
-
- F. Utilize the City's MultiHazard Emergency Plan in the event of flooding due to dam failure or other causes.

If one of the dams were to fail during normal wet river flow, almost two-thirds of Salinas would be flooded about 22 hours after the failure.

8.3 FIRE AND POLICE PROTECTION; DISASTER PLANNING; HAZARDOUS MATERIALS

Guiding Policies: Fire and Police Protection; Disaster Planning; Hazardous Materials

- A. Incorporate features that enhance the efficiency of police and fire protection in urban development projects.
-
- B. Ensure that hazardous materials used in business and industry are properly handled and that information on their handling and use is available to fire protection and other safety agencies.
-
- C. Identify toxic disposal or leakage sites and pursue prompt cleanup.
-
- D. Use the City of Salinas MultiHazard Emergency Plan for disaster planning and guidance in responding to emergencies.
- The Safety Element contains policies relating to the physical design of the city. A separate document, the City of Salinas MultiHazard Emergency Plan, includes hazard mitigation policies and also serves as a manual for response to five hazard-specific situations: major earthquakes; hazardous-material incidents; flooding (excluding flooding from dam inundation); transportation incidents; nuclear-defense emergencies.*
-
- E. Use subdivision and zoning regulations to require street widths and clearance areas sufficient to accommodate fire protection equipment and emergency vehicles.
-
- F. Monitor water fire-flow capability throughout the city and improve water availability if any locations have flows considered inadequate for fire protection.



9. NOISE ELEMENT

The most significant noise problems in Salinas are traffic, airport and railroad noise. Noise from traffic is projected to significantly increase at some locations as the city grows and traffic volumes increase. In recognition of the physiological effects and resulting economic effects of excessive noise, the state requires preparation of a Noise Element, based on existing and projected noise levels.

Noise may be controlled in three ways: at its source, by barriers between the source and the receptor; and by controlling the receptor. A sensitive receptor must be located far from the source or must be insulated to reduce noise to an acceptable level within the structure -- not a desirable solution in a climate that invites outdoor living.

Projected Noise Levels

Noise contours in Figure 9 were determined using traffic volumes projected to 2005 and projections of aircraft noise to 2000 prepared for the Salinas Municipal Airport Land Use Plan. The noise contours are in decibels (dB) and show Community Noise Equivalent Levels (CNEL) which take into account increased sensitivity to noise during nighttime hours. Sound levels between 10 p.m. and 7 a.m. are penalized 10 dB. The dB scale is logarithmic; a 3 dB difference is discernable to most people and a 10 dB increase is subjectively heard as a sizeable increase.

Figure 10 shows standards for noise exposure for community environments. Increases of more than 5 dB are significant and can generate adverse community response in residential areas. Figure 11 illustrates typical urban sound levels.

The noise contour map (Figure 9) is based on a mathematical model of traffic noise that projects "worse-case" conditions. The contours do not reflect any shielding provided by buildings, sound attenuation walls or terrain. Actual noise levels will generally be less than those shown on the contour map, depending on the amount of shielding. Buildings can easily provide a 10 dB difference between actual levels and those indicated on the maps. This difference is more likely to occur at greater distances from the noise source.

Highways 101, 183, and 68, the Southern Pacific Railroad, and the Salinas Municipal Airport will continue to be the major noise sources in Salinas, potentially creating noise in the closest residential areas up to 10 dB above the normally acceptable standard by 2005. Conditional Growth Areas located away from the freeways, railroad, and airport would generally experience less noise than the existing city. Where existing housing backs up to the freeway, and is at or above freeway grade, sound walls have been or could be built at the rear property lines.

Guiding Policies: Noise

- A. Minimize vehicular and stationary noise sources, and noise emanating from temporary activities.

-
- B. Ensure that new development can be made compatible with the noise environment.
 - C. Through design review, require features to reduce the impact of noise on inhabitants of residential development.
 - D. Locate urban development within the Salinas Municipal Airport "area of influence" to be compatible with the airport noise environment.
-

Other policies related to the Salinas Municipal Airport are included in Section 5.7, Air Transportation.

Implementing Policies: Noise

- E. Designate areas along Highways 101, 68, and 183, railroads, and adjacent to the airport for non-noise-sensitive uses and uses that will provide a noise buffer for adjacent uses.
 - F. Require an acoustic study for all proposed projects that would have noise exposure greater than normally acceptable as indicated by Figure 10.
 - G. Require noise-attenuation measures including measures to shield sensitive uses from noise sources for new developments exposed to noise levels above normally acceptable levels. Where practical, encourage noise-attenuation programs that avoid visible sound walls.
-

Open space, parking, buildings, and landscaped earth berms can be used to buffer development from noise.

- H. Require construction of sound attenuation walls for new development where noise mitigation to acceptable levels by other means is not feasible. Require that the effects of the construction of sound walls on noise levels at other areas be considered and taken into account in the design and location of sound walls. Require landscaping adjacent to such walls to soften their visual impact.
 - I. Develop a program for construction of sound walls or other appropriate noise attenuation programs adjacent to existing residential areas where noise levels exceed acceptable levels.
 - J. Mitigate noise to reduce Ldn to 45 dB in habitable rooms in new residential projects.
-

State law requires mitigation to reduce Ldn to 45 dB in rooms of new multifamily housing projects. Policy 9.J applies to all housing.

-
- K. Ensure that new development or changes in use mitigate noise to acceptable levels at the property line.
-

- L. Enact a noise control ordinance.

Subjects of noise control ordinances include: hours of operation of construction equipment, outdoor power tool use, loud parties, and vehicle noise.

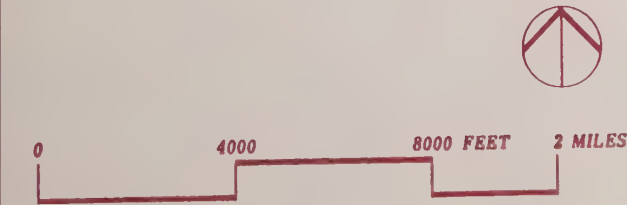
- M. Minimize residential population increases within the 55-decibel Community Noise Equivalent Level (CNEL) contour related to the Salinas Municipal Airport as projected to the year 2000.

This policy is identical to Policy 5.7.E in the Circulation Element. See Policy 3.3.N in the Land Use Element.

- N. Support implementation of state legislation that requires reduction of noise from motorcycles, automobiles, trucks and aircraft.



This map is a part of the General Plan



**FIGURE 9:
PROJECTED COMMUNITY NOISE EQUIVALENT LEVEL (CNEL)**



Source:
Salinas Municipal Airport Land Use Plan,
1982.

BLAYNEY-DYETT, URBAN AND REGIONAL PLANNERS
CHARLES M. SALTER ASSOCIATES, INC.

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} or CNEL, db					
	55	60	65	70	75	80
Residential	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable	Clearly Unacceptable
Transient Lodging - Motel, Hotels	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Schools, Libraries, Churches, Hospitals, Nursing Homes	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Auditoriums, Concert Halls, Amphitheaters	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Sports Arena, Outdoor Spectator Sports	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Playgrounds, Neighborhood Parks	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Golf Courses, Riding Stables, Water Recreation, Cemeteries	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Office Buildings, Business Commercial and Professional	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Industrial, Manufacturing, Utilities, Agriculture	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable



NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.



NORMALLY UNACCEPTABLE

New construction or development should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



CLEARLY UNACCEPTABLE

New construction or development clearly should not be undertaken.

Sources: State of California General Plan Guidelines, June 1987
Charles M. Salter Associates, Inc.

FIGURE 10: STANDARDS FOR NOISE EXPOSURE

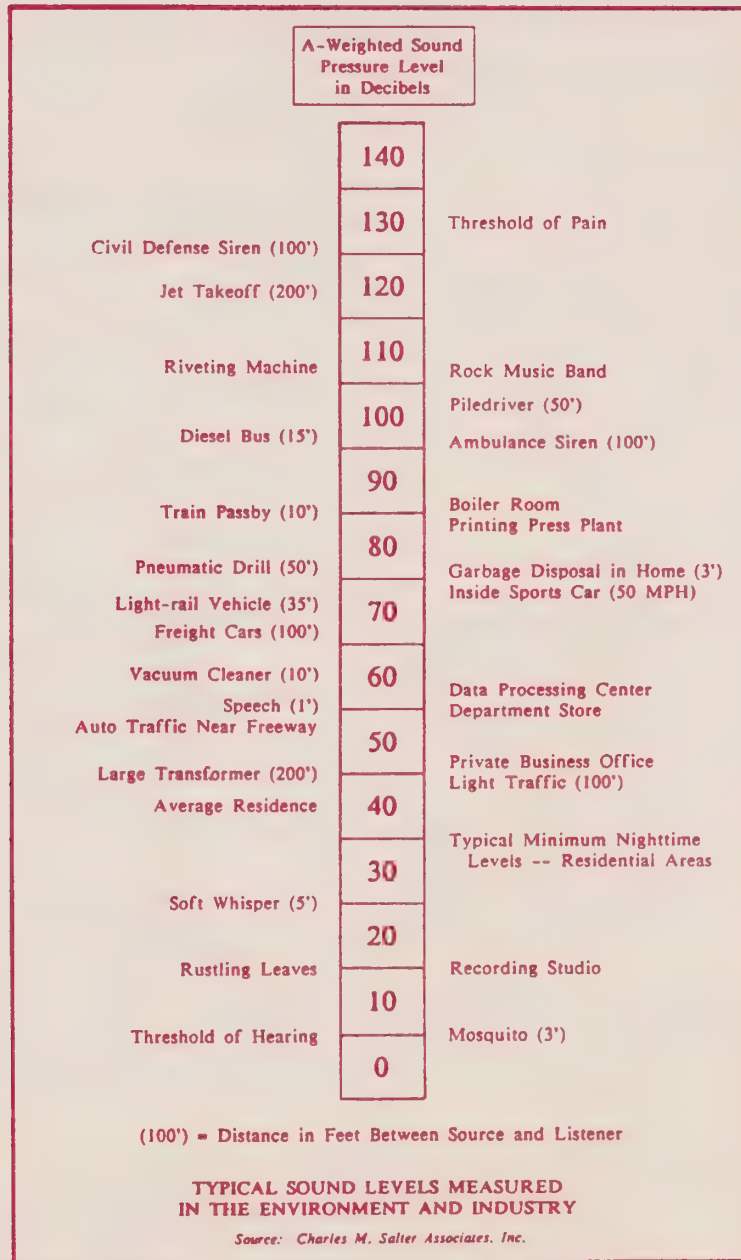


FIGURE 11: TYPICAL URBAN SOUND LEVELS

10. AMENDMENTS

GLOSSARY

ADT. Average daily traffic.

Affordability, Housing. The relation of housing costs to household income.

Affordable Housing. Dwelling units for which the housing payment is not more than 30 percent of household gross income for a specified income group.

Agricultural Buffer. An area occupied by open-space uses that are not subject to significant adverse effects from adjoining commercial agricultural operations.

Airport Local Area of Influence. A boundary defined by the Salinas Municipal Airport Land Use Plan (1982) that encompasses the area affected by all the following elements:

1. Airport building restriction zones;
2. Imaginary aircraft approach surfaces;
3. Local flight patterns;
4. Aircraft noise;
5. Natural features;
6. Airport-related accessible land;
7. Airport access peripheral roads.

The *Area of Influence* defines the jurisdiction of the Monterey County Airport Land Use Commission created by Government Code 21670.

Bike Lane. A corridor expressly reserved by markings for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles (Class 2 Bikeway).

Bike Path. A paved route not on a street or roadway, and expressly reserved for bicycles. *Bike paths* may parallel roads but typically are separated from them by landscaping (Class 1 Bikeway).

Bike Route. A facility shared with motorists and identified only by signs. A *bike route* has no pavement markings or lane stripes (Class 3 Bikeway).

City Design Framework. A series of related proposals in map and text form that are intended to clarify and strengthen the visual image of the city.

Community Noise Equivalent Level (CNEL). A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 *dBA* applied to the evening (7:00 to 10:00 p.m.) and nighttime (10:00 p.m. to 7:00 a.m.) periods, respectively, to allow for the greater sensitivity to noise during those hours.

Conditional Growth Area. As shown in Figure 1, land designated for potential urban development outside the Existing Urban Area, but for which development has not been approved. Approval will be conditional on ability to meet the environmental standards of the plan.

Day-Night Average Sound Level (Ldn). The A-weighted average sound level for a given area (measured in *decibels*) during a 24-hour period with a 10 *dB* weighting applied to nighttime sound levels. The *Ldn* is approximately numerically equal to the *CNEL* for most environmental settings.

Decibel (dB). A unit used to express the relative intensity of a sound as it is heard by the human ear. The *decibel* measuring scale is logarithmic. Zero (0 *dB*) on the scale is the lowest sound level that a normal ear can detect under very quiet ("laboratory") conditions and is referred to as the "threshold" of human hearing. On the logarithmic scale, 10 *decibels* are 10 times more intense, 20 *decibels* are 100 times more intense, and 30 *decibels* are 1,000 times more intense than 1 *decibel*.

Decibel, "A-Weighted" (dBA). The scale for measuring sound in *decibels* that weights or reduces the effects of low and high frequencies in order to simulate human hearing.

Density. The number of dwelling units per acre.

Density, Base. The allowable *density* range for a General Plan land-use classification, excluding any *density bonus*.

Density Bonus. An increase in allowable *density* above *base density* granted in exchange for provision of affordable or senior housing.

Density, Gross. The number of dwelling units per acre of developable residential land designated on the General Plan map, including public and private streets, but excluding *greenways* and easements for drainage or power-transmission lines.

Density, Net. The number of dwelling units per acre of developable residential land designed on the General Plan map, exclusive of public and private streets, *greenways*, drainage, power-transmission-line easements, or other public and semipublic uses.

Dwelling Unit. One room, or a suite of two or more rooms, designed for or used by one family for living or sleeping purposes, and having only one kitchen or kitchenette.

Expressway. A highway with fully or partially controlled access and with some intersections at grade.

Freeway. A highway that serves high-speed traffic with no crossing which interrupt the flow of traffic.

General Aviation Facility. A facility that handles all types of aviation other than that performed by air carriers (airlines) and the military.

Greenway. A linear open space in public ownership or permanently open to public use. *Greenways* illustrated on the General Plan map are to be landscaped and may include creeks, drainageways, bicycle and pedestrian paths, and recreation facilities. *Greenways* are not classified as parks.

Household. Person or persons living in one dwelling unit.

Households, Above-Moderate Income. Households with an annual income above 120 percent of County median.

Households, Low-Income. Households with an annual income from 50-80 percent of the County median income. *Low-income* may also be used to describe all households with annual income below 80 percent of County median.

Households, Moderate-Income. Households with an annual income from 80-120 percent of the County median income.

Households, Very-Low-Income. Households with an annual income below 50 percent of the County median income.

Housing Payment. For ownership housing, this is defined as the mortgage payment, property taxes, and insurance and utilities. For rental housing this is defined as rent and utilities.

Housing Unit, Multifamily. A dwelling unit other than a *single-family unit*.

Housing Unit, Single-Family. A dwelling unit having shared walls with not more than one other unit (duplex).

Income, Low. Less than 80 percent of the area or County median income.

Income, Very-Low. Less than 50 percent of the area or County median income.

Ldn. See also *Day-Night Average Sound Level*.

Local Agency Formation Commission (LAFCO). A commission that acts on all proposals for incorporation of cities, annexation to cities or special districts, consolidation of districts, formation of special districts, and merger of districts with cities. The *Local Agency Formation Commission* is composed of two members of the county Board of Supervisors, two members of city councils of cities in the county, and one member who represents the general public.

Overdrafting. Groundwater pumping that results in a net decrease in the amount of water stored in an underground formation because water is being removed faster than the supply is replenished by rain, or other forms of recharge.

Oxidant. The product of photochemical reactions in the atmosphere between reactive organic gases and oxides of nitrogen.

Ozone. An oxidant, O₃, that makes up the largest single portion of smog.

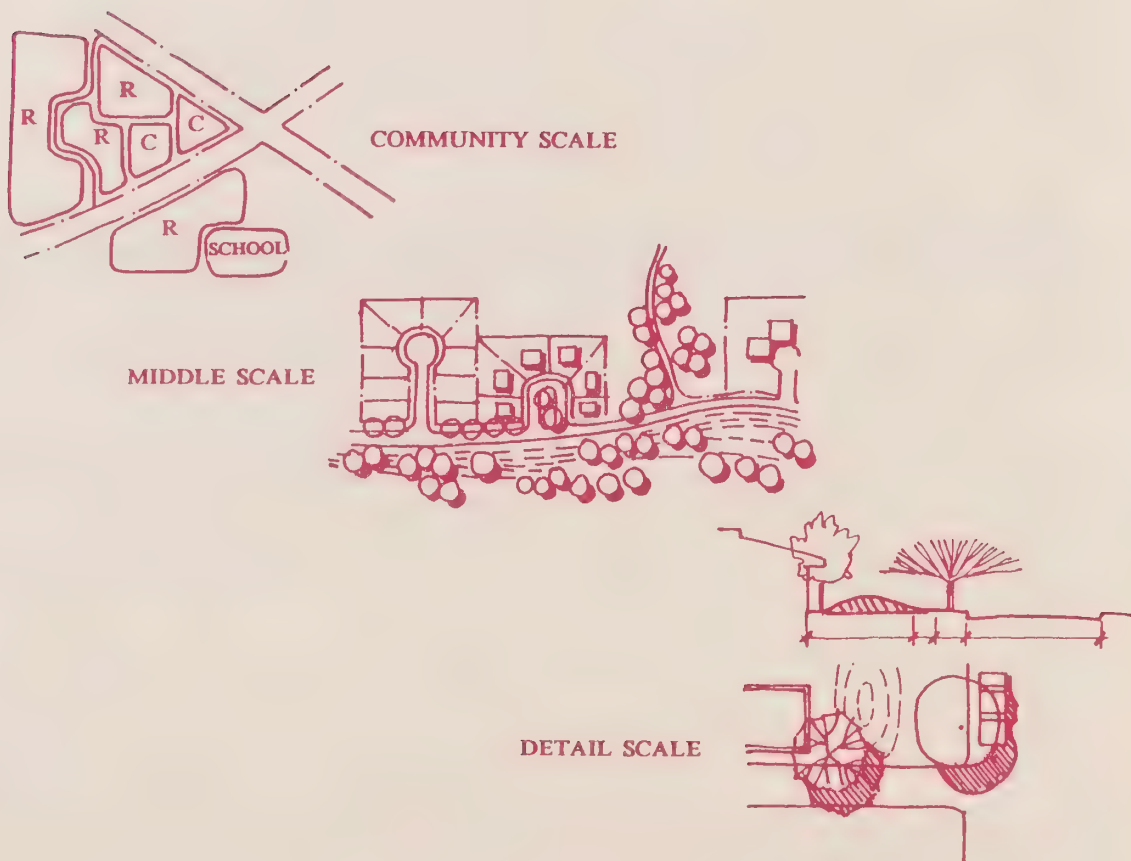
Particulate. A minute, separate airborne particle of such materials as dust, smoke and pollen.

Planning Area. The entire area included on the General Plan map, determined by the City of Salinas to bear relation to the city's planning.

Population Holding Capacity. The population that would result if all residential area indicated on the General Plan map were to be developed at designated densities, with an average household size of 2.9 persons.

Precise Plan. A detailed plan that includes the text and maps or diagrams generally specifying the following for a portion of the area covered by the General Plan:

1. Land use;
2. Distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid-waste disposal, energy, and other public facilities and services;
3. Standards and criteria by which development will proceed;
4. A program of implementation measures including regulations, programs, public-works projects, financing measures, and other implementing measures required to fully implement the precise plan;
5. The relationship of the precise plan to the adopted General Plan.



Prime Soil. Soil ranked as Class I or II by the Land Capability Classification System or assigned a rating of 80 to 100 by the Storie Index (see MEA).

Saltwater Intrusion. The flow of saltwater into formerly fresh-water aquifers because of a change in pressure gradients, usually caused by *overdrafting*.

Sphere of Influence. The probable ultimate physical boundaries and service area of a city and/or special district. *Spheres of Influence* are adopted by the *Local Agency Formation Commission (LAFCO)*.

Street, Arterial. A major *street* carrying the traffic of *local and collector streets* to and from other major streets and expressways or freeways, with controlled intersections and direct access to some, but not all properties.

Street, Collector. A *street* for traffic moving between *arterial and local streets*, generally providing direct access to properties.

Street, Local. A *street* that provides direct access to properties and designed to discourage through traffic.

Trip. A one-way journey that proceeds from an origin to a destination.

Trip, Person. A *trip* made by an individual.

Trip, Vehicle. A *trip* made by a vehicle (may equal one or more *person-trips*).

Trip-Generation Rate. The number of *vehicle trips* per acre, per 1,00 square feet of floor area, per *housing unit* or other unit of measure during a 24-hour period. Measured *trip-generation rates* are used to project the impact of development on the traffic-circulation system.

Urban Area. The total area included of the Existing Urban Area and *Conditional Growth Area* as shown on General Plan Figure 1. The *Urban Area* represents the maximum development that could be reached under General Plan policies.

APPENDIX: HOUSING ELEMENT DATA AND ANALYSIS

APPENDIX: HOUSING ELEMENT DATA AND ANALYSIS

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APPENDIX: HOUSING ELEMENT DATA AND ANALYSIS

The Housing Element Program Policies (Section 6 of the General Plan) and this Appendix: Housing Element Data and Analysis, comprise the full text of the Housing Element of the Salinas General Plan.

1. INTRODUCTION

1.1 HOUSING AS PART OF GENERAL PLAN PROCESS

This Housing Element has been prepared as part of a comprehensive revision of the Salinas General Plan which began in the fall of 1985. Increased public involvement in planning decisions, especially in relation to proposed residential projects, was largely responsible for the City's decision to undertake the planning program. Public attention was focused on housing, particularly in relation to high apartment densities in East Salinas, and minority isolation in the schools which resulted from the concentration of Hispanic residents in apartments.

These issues are addressed, in large part, through the Land Use Element and the General Plan map. This Housing Element, as described below in Section 1.2, more specifically addresses housing needs of the different economic and demographic sectors of the population. It continues the City's commitment to programs that promote housing development and preservation. The Housing and Land Use elements are closely related.

The several housing issues that have been studied in depth throughout the General Plan Revision Program include the condition of housing, special needs of farmworker households, residential densities, and minority isolation. During the process of revising the Plan, the City has responded to public concern about the standards of medium- and high-density development. The most visible response has been the revision of open-space standards for projects in the R-3 zone; Council enacted this revision on April 1, 1986.

1.2 1982 HOUSING ELEMENT

This Housing Element updates the 1982 Housing Element. Data and analysis presented here are based on 1987 information where available, and on the 1980 Census. The 1982 Housing Element used data from the 1976 Special Census. Policies of the 1982 Housing Element were reviewed and evaluated in preparing the new Housing Program. Both the City's success in implementing the quantified objectives and the propriety of the goals of the 1982 Element are evaluated in Section 6.

The last Housing Element, which was prepared during a period of relatively rapid growth, assumed a continued population increase of approximately 3 percent per year. Then, as now, Salinas housing prices were below the medians for the state and the county. However, providing affordable housing for low-income households, and affordable ownership housing for moderate-income households posed a major challenge.

2. HOUSING ELEMENT ORGANIZATION AND PREPARATION

2.1 HOUSING ELEMENT REQUIREMENTS AND ORGANIZATION

To a greater extent than any other part of the General Plan, the contents of the Housing Element are mandated by state law. Government Code Sections 65580 through 65589 set forth requirements relating to the preparation and content of Housing Elements. By law, the Housing Element must contain:

1. An assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
2. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and
3. A program that sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

The housing program must: identify adequate residential sites available for development of a variety of housing types for all income levels; assist in developing adequate housing to meet the needs of low- and moderate-income households; address governmental constraints to housing maintenance, improvement, and development; conserve and improve the condition of the existing affordable housing stock; and promote housing opportunities for all persons.

The Housing Element is intended to comply with state law. Table 1 provides an index to state-required Housing Element components.

The Housing Element organizes the state-mandated material in four main sections. The inventory of housing resources is in Section 4: Setting. Sections 5 and 6 contain information and analysis relating to housing need, ability to meet that need, and constraints to housing production. Section 6 of the General Plan, Housing Element Program Policies, establishes guiding and implementing policies for housing, and identifies responsible agencies, quantified objectives and required City actions for implementing the housing program.

TABLE 1
INDEX TO REQUIRED HOUSING ELEMENT COMPONENTS

Statutory Requirement	Page	Section
Analysis of employment trends	A-6	4.1
Analysis of population trends	A-6	4.1
Analysis of household characteristics	A-6	4.1
Analysis of housing stock characteristics	A-10	4.2
Analysis of energy-conservation opportunities		Section 6.7 of the General Plan
Quantification of existing and projected housing needs for all income levels, and share of the regional housing need	A-30	5
Analysis of special housing needs	A-30	5.1
Inventory of land suitable for residential development	A-48	6.5
Analysis of governmental constraints	A-41	6.1
Analysis of nongovernmental constraints	A-44	6.2
Five-year housing program to achieve community housing goals and objectives		Section 6 of the General Plan

2.2 PUBLIC PARTICIPATION

Public input into preparation of the Draft Housing Element has been through participation in meetings and workshops that related to the Plan revision as a whole and, more specifically, through the work of the General Plan Housing Task Force.

The first community workshop on the Plan was in November 1985. Participants identified issues to be addressed in the Plan revision. Subsequently, meetings in North, East and South Salinas gave residents of each area an opportunity to voice concerns specific to their neighborhoods. In early 1986, based on community interest being more involved in the planning process, five task forces were formed; one concentrated on housing issues. At meetings in December 1986 and April 1987, task-force members and others discussed planning options and alternative sketch plans.

3. REGIONAL CONTEXT

3.1 SALINAS' ROLE AS HOUSING PROVIDER IN THE REGION

As Monterey County's largest city, Salinas provides a variety of housing that serves a broad segment of its region's population. The city's agricultural base has influenced the composition of the population and the housing stock, which partly developed in response to the needs of relatively low wage earners. *The Regional Housing Needs Report, 1980 to 1990*, prepared by the Association of Monterey Bay Area Governments (AMBAG) reported that Salinas has 43 percent lower-income households as compared with the county proportion of 39 percent. Salinas has a lower percentage of overpayment¹ by lower-income households than do Marina, Monterey, San Jose and Seaside, indicating a better match between household income and available housing.

Proximity to the Monterey Peninsula means that while some Salinas residents commute to jobs on the peninsula, other Salinas jobholders live on the Peninsula. The housing price structure in the county, as well as the distribution of employment, results generally in out-commuters holding the relatively low-paying peninsula jobs, and in-commuters holding professional and management jobs in Salinas. The city's proximity to one of the state's most desirable residence locations, combined with a relatively affordable housing stock, favors the creation of jobs in Salinas.

Salinas will be competing with Peninsula locations for job growth. AMBAG projects that County employment growth will approximate population growth through 2005, with employment increasing 23 percent during the period of 1990-2005, and population increasing by 24 percent. Two consequences for Salinas are evident: increased housing demand because of commuters to the Peninsula; and the potential for population growth to exceed job growth in the Salinas Planning Area.

Activity at Ford Ord will also affect the Salinas housing market. On the base as of March 1987, there were 21,554 military jobs, 5,144 civilian jobs, housing for 21,100 in barracks and officers' quarters, and 4,780 family units. The U.S. Army is currently adding 600 family units. The base population is expected to remain fairly stable over the next five years.

3.2 JOBS/HOUSING RELATIONSHIP

The State Legislature mandated consideration of jobs-housing balance in a 1981 amendment to the state planning law:

A city (or) county . . . shall designate and zone sufficient vacant land for residential use with appropriate standards, in relation to zoning for nonresidential use, and in relation to growth projections of the General Plan to

¹ Those households paying more than 30 percent of their income to housing costs.

meet housing needs as identified in the General Plan.
(Gov. Code, Sec. 65913.1)

The Salinas General Plan provides space for housing allowing the number of employed residents to equal or to exceed the number of jobs in Salinas. In 1985 an average of 40,000 Salinas residents were employed and 4,500 (12 percent of the labor force) were unemployed. If unemployment were reduced to 8 percent when population reaches the 163,000 holding capacity of the General Plan, 77,000 jobs would be needed. The General Plan provides retail, office, and industrial space for more than this number of jobs.

In 1985 there were about 40,300 jobs in Salinas, so the number of in-commuters and out-commuters was nearly equal -- jobs and housing were in balance. The General Plan allows this condition to be maintained throughout the 20-year planning period. However, the slow rate of housing additions on the Monterey Peninsula and resulting high prices are likely to cause a larger net out-commute from Salinas. Salinas desires jobs-housing balance, but the prospect is that the number of employed residents will exceed the number of local jobs.

4. SETTING: POPULATION AND HOUSING STOCK

4.1 POPULATION CHARACTERISTICS

The most detailed information on Salinas' population is in the 1980 U.S. Census. However, the age of the census data limits its utility. Where possible, more recent data is included and the source cited. Current information was derived by updating census information as noted. Other data sources include information provided by the City, the U.S. Department of Housing and Urban Development, the California departments of Finance and Housing and Community Development, and Urban Decision Systems, a private-industry company that produces a forecast based on U.S. Census data.

With a January 1, 1987, population of 97,500 (California Department of Finance, May 1, 1987), Salinas is Monterey County's largest city. Tables 2 and 3 compare the city and the county as a whole. With almost 30 percent of the county's residents, Salinas strongly influences the countywide data. Still, the tables show that Salinas differs from the county as a whole in relation to household size, percent of female-headed households, median income, and Hispanic population. Household size is larger in Salinas, a greater proportion of households are headed by women, the Hispanic population share is larger, and median income is slightly lower.

Salinas' future population will be determined by four major factors: the amount and type of housing available within the city; employment available in Salinas and its commute area; the availability, price and desirability of housing elsewhere in the commute area; and the demography of households migrating to Salinas or newly formed in the city.

Age and Household Composition

The city's relatively young population (in 1980, median 27.2 years vs. 29.9 in the state) is explained by the large number of young Hispanic families whose adult members work in agriculture, and by households associated with Fort Ord. The type of households in the city, and a growth rate of 3.6 percent during the period 1984 to 1986 explain why Salinas school districts have greatly increasing school enrollment at a time when many California districts are experiencing decline.

The prominent consideration of standards for parks and private open space in the General Plan process partly results from the community's wish to provide desirable child-rearing environments for all Salinas households.

Persons over 65 are slightly underrepresented in Salinas (9.1 percent of the population) compared with the state as a whole (10.2 percent).

Income

The 1979 median household income in Salinas (as reported in the 1980 Census) was \$17,350, slightly lower than the Monterey County median of \$17,700. Tables 2, 3, and 4 describe the income, household size, age, race and tenure

characteristics of Salinas households. Information by subarea is presented where it is available (see Figure 1 for subarea delineation). Hispanic incomes, rents, and value of housing are lower than the City figures.

TABLE 2
SALINAS POPULATION AND HOUSEHOLD CHARACTERISTICS

	1980 CENSUS		ESTIMATED 1986
	Monterey County	City of Salinas	City of Salinas
Population	290,444	80,479	94,010
Households	95,734	26,857	33,030. ^b
Average Household Size	2.85	2.94	2.9
Female-Headed Households	9,179	3,160	3,633
Percent Households Headed by Females	9%	12%	11%
Median Household Income	\$17,658	\$17,352	\$22,900
Percent Very-Low-Income ^a and Low-Income Households	39%	43%	n/a
Population in Group Quarters	18,019	1,602	2,000

a. Very-low-income households are those earning 50 percent or less of the county median; low-income households earn 50 to 80 percent; moderate-income households earn between 80 and 120 percent; above moderate-income households earn above 120 percent of county median income.

b. The California Department of Finance figure is 29,871.

Source: U.S. Census, 1980; Urban Decision Systems, 1986; City of Salinas Department of Community Development.

TABLE 3
POPULATION CHARACTERISTICS

	1980 CENSUS				ESTIMATED 1986	
	<u>City of Salinas</u>		<u>Monterey County</u>		<u>City of Salinas</u>	
	Number	Percent	Number	Percent	Number	Percent
Age						
Under 5*	7,651	10%	24,532	8%	12,070	13%
5-14*	13,151	16%	43,242	15%	11,010	12%
15-19	7,414	9%	27,575	9%	9,500	10%
20-24	8,533	11%	33,962	12%	7,420	8%
25-44	22,455	28%	83,718	29%	29,090	31%
45-64	13,937	17%	50,665	17%	15,160	16%
.65+	7,338	9%	26,750	9%	9,760	10%
Total Persons	80,479	100%	290,444	100%	94,010	100%
Race**						
White	50,478	63%	200,035	69%	82,720	88%
Black	1,443	2%	18,825	6%	2,720	3%
American Indian	969	1%	2,927	1%	1,150	1%
Asian/Pacific Islander	5,608	7%	19,696	7%	6,450	7%
Other	21,981	27%	48,961	17%	970	1%
Total Persons	80,479	100%	290,444	100%	94,010	100%
Spanish Origin	30,655	37%	75,129	26%	39,760	42%

* For the 1986 figures, these categories are "0-5" and "6-14".

** The five U.S. Census race categories include persons of Spanish Origin in each.

Source: U.S. Census, 1980; Urban Decision Systems.

TABLE 4
POPULATION AND HOUSEHOLD CHARACTERISTICS
BY CITY AREA

City Subarea	<u>Population</u>		<u>Households</u>		<u>Average Household Size</u>		<u>Percent Owner-Occupied</u>		<u>Percent Over-crowded Units</u>	
	Total	Hispanic	Total	Percent Hispanic	Total	Hispanic	Total	Hispanic	Total	Hispanic
North Salinas	30,227	8,847	9,691	22%	3.1	4.2	59%	50%	10%	27%
East Salinas	25,801	15,969	7,791	49%	3.3	4.2	42%	26%	25%	45%
South Salinas	24,451	5,839	9,367	15%	2.6	3.5	51%	27%	7%	28%
City	80,479	30,655	26,857	28%	2.9	4.0	51%	33%	13%	37%
	Total		Hispanic							
Median Income	\$17,300		\$14,600							
Median Rent	\$252		\$235							
Median Value of Owner-Occupied Housing	\$74,200		\$67,800							

Source: 1980 Census

Employment Trends

Employment. Countywide employment, averaging 126,200 in 1986, has increased an average 2.6 percent per year since 1982 and 2.3 percent since 1980, despite the loss of 2,400 jobs through plant closures during 1980-82.

There were 23,500 jobs in agriculture in 1986 (annual average) -- as distinct from agriculture-related industries -- declining from a peak 24,700 in 1984. As field-workers' incomes increased and many labor camps closed, the number of agricultural season and year-round agricultural workers living in Salinas has increased. Over the last 10 years, these changes have provided about half the support for Salinas' recent growth.

The number of agricultural-season workers continues to significantly increase housing demand from May to November. The special housing needs of farm-worker households are discussed in Section 5.

Hispanic Population

The increasing Hispanic population in Salinas is largely a result of the trend toward agricultural workers' occupying urban housing. However, while agricultural work was the principal cause of initial Hispanic entry into the area, the established Hispanic community in the city now includes many business-persons and professionals.

Between 1970 and 1980 Salinas residents who identified themselves as Hispanic increased from 21 to 38 percent, although the numbers are not exactly comparable because the 1970 Census used Spanish language or Spanish surname as identifiers rather than self-identification.

In 1980, the city's population was 38 percent Hispanic, but only 28 percent of the households were Hispanic (Table 4). This is explained by the larger size of Hispanic households. Stable agricultural employment, continuing immigration from Mexico, lack of agricultural housing outside urban areas, and job opportunities in the service and retail sectors, all point to more rapid growth continuing in the Hispanic population than in Salinas' population as a whole. Urban Decision Systems, a demographic research firm, used 1980 Census data to project an increase in Salinas Hispanic population to 42 percent in 1986 and 46 percent in 1990. Extension of this trend would indicate an Hispanic majority before 2000.

4.2 EXISTING HOUSING STOCK

It would be difficult to describe a "typical" Salinas house. The diversity of the housing stock in terms of age and type means a wide range of housing values and opportunities for households of varying incomes and make-up. The city's growth has been steady since the 1940s: 13 percent (or 3,720) of housing units in 1980 were built in that decade, 19 percent (5,347 units) in the 1950s, 24 percent (6,767 units) in the 1960s, and 29 percent (4,738 units) in the 1970s. Depending on the rate of construction in the next three years, the 1980s may bring the city's biggest burst in growth yet, with the annexation of 1,700

acres in the North/East Area, planned for as many as 6,117 units, and the development of the Rossi-Rico Area with 825 units. Since 1980, 3,450 units have been added, representing 11 percent of all units existing.

Housing Cost

Among Salinas' greatest assets is the affordability of housing relative to the Monterey Bay Area, the San Francisco Bay Area, and the state as a whole. During the six-month period from October 1986 to April 1987, the median resale price of 307 single-family units in Salinas was \$125,000. The median resale price of condominiums and townhouses sold during the same period was \$92,000, based on 47 sales (Salinas Board of Realtors). Statewide, the median price of single-family detached units was \$126,500 (January 1987, California Association of Realtors), and the Monterey Bay Area median² was \$139,347 (January 1987, California Association of Realtors).

Housing cost in Salinas, as elsewhere in the state, has been increasing steadily. The Board of Realtors' average resale price by year was: 1983, \$91,760; 1984, \$96,170; 1985, \$106,500; and 1986, \$120,000 (six months to October 1986). Tables 5 and 6 provide figures by number of bedrooms on resales for North, East and South Salinas. The affordability analysis in Section 4.3 relates the cost of housing to the ability of Salinas households to pay.

Table 7 shows the cost components for a good quality construction, infill multifamily development at a density of about 23 units an acre. Construction and land costs make up 68 percent of costs; financing and development fees another 9 and 8 percent, respectively.

The cost components for single-family construction are shown in Table 8. Land, construction and improvement costs account for 64 percent of the sales price. The price range in this example is just out of the affordability range for a four-person moderate-income household.

Rental costs are more difficult to document than home-ownership costs. Advertised rents for apartments listed in the *Salinas Californian* for May and June 1987 ranged in average from \$360 for studio units to \$685 for three-bedroom apartments (Table 9). Housing Authority staff reports that households with Section 8 certificates generally do not have difficulty finding units in Salinas within the fair-market rent guidelines of \$465 for one-bedroom, and \$546 for two-bedroom units.

The tables show that both for-sale and rental housing prices are consistently lowest in East Salinas and highest in South Salinas. Median advertised rents are approximately 10 percent lower in East Salinas than in South Salinas. The differential in purchase price is greater, with the South Salinas median resale price (shown in Table 6) exceeding the East Salinas figure by 51 percent. North Salinas housing prices typically are between the other two areas. The boundaries of East, North and South Salinas are shown in Figure 1: Area Boundaries.

² Data for the Monterey Bay Area is for sales reported by the Boards of Realtors of Monterey, Carmel, Salinas and Santa Cruz.

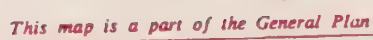


TABLE 5
MEDIAN RESALE PRICE OF SINGLE-FAMILY UNITS
BASED ON MULTIPLE LISTINGS
Salinas City Areas, Monterey Bay Area, Statewide

City Area October 1986 - April 1987

North	\$113,700
East	95,700
South	153,600
City	125,000
Monterey Bay Area January 1987	139,300
Statewide January 1987	126,500

Source: Salinas Board of Realtors, California Association of Realtors.

TABLE 6
MEDIAN RESALE PRICE BY CITY AREA
SINGLE-FAMILY DETACHED AND CONDOMINIUM UNITS
October 1986 - April 1987

	2 Bedroom Median Sales		3 Bedroom Median Sales		4 Bedroom Median Sales		Overall Median Sales	
North Salinas ^a	\$96,450	10	\$108,000	53	\$133,500	11	\$110,000	75
East Salinas	83,750	14	99,750	18	115,000	2	90,500	35
South Salinas	107,500	7	138,000	18,	197,000	8	137,000	35

a. Includes the Rossi-Rico and Boronda neighborhoods included in South Salinas elsewhere in this report.

Source: Salinas Board of Realtors

TABLE 7
COST COMPONENTS OF MULTIFAMILY DEVELOPMENT (1987)
(Two-bedroom, One-bathroom, 800-square-foot Unit)

	Cost Factor	Cost per Unit	Percent of Total Cost
Land	\$230,000.00/ac.	\$10,150	15
On-site Improvements	\$4.50/sq.ft.	3,600	5
Construction	\$44.00/sq.ft.	35,200	53
Architecture & Engineering	\$1.50/sq.ft.	1,200	2
Personal Property (Carpets, drapes, cabinets)	n/a	3,000	5
Other Soft Costs	n/a	1,850	3
Financing	n/a	6,000	9
Development Fees	n/a	5,275	8
TOTAL COST		\$66,275	100%

Note: Based on actual multifamily project; costs not typical.

TABLE 8
COMPONENTS OF SINGLE-FAMILY DETACHED
HOME DEVELOPMENT COSTS (1987)
(Three-Bedroom, Two-Bathroom, 1,240-square-foot Unit)

		Percent of Sales Price
Land Cost	\$16,000	14
Construction Cost	50,000	43
Improvements (curbs, gutters, utilities)	15,000	13
Development Fees	8,816	7
Financing, Profit and Soft Costs	25,184	22
Sales Price	115,000	100

Note: Assumes development in area served by existing utility trunk lines; density of 5 units per gross acre. Based on actual single-family subdivision; costs not typical.

TABLE 9
 SURVEY OF ADVERTISED RENTS BY CITY AREA
 MAY-JULY 1987
 (Number of listings shown parenthesis)

	APARTMENTS				SINGLE-FAMILY DETACHED			
	Studio	One Bedroom	Two Bedroom	Three Bedroom	One Bedroom	Two Bedroom	Three Bedroom	Three + Bedroom
Mean Rents								
North	- (0)	\$458 (20)	\$533 (37)	\$721 (5)	\$480 (4)	\$689 (27)	\$794 (67)	\$846 (6)
East	\$350 (2)	\$429 (15)	\$515 (14)	\$603 (4)	\$425 (3)	\$622 (9)	\$756 (16)	\$700 (1)
South	\$362 (10)	\$451 (47)	\$553 (46)	\$733 (3)	\$534 (4)	\$672 (15)	\$916 (30)	\$1,025 (4)
Citywide	\$360 (12)	\$448 (82)	\$540 (97)	\$685 (12)	\$485 (11)	\$672 (51)	\$821 (113)	\$898 (11)
Median Rents								
North	-	\$465	\$525	\$750	\$463	\$675	\$800	\$850
East	\$350	\$425	\$500	\$648	\$450	\$615	\$768	\$700
South	\$363	\$450	\$550	\$640	\$480	\$650	\$913	\$1,050
Citywide	\$350	\$445	\$525	\$648	\$460	\$650	\$800	\$850

Source: *Salinas Californian* classified advertisements, selected issues, May, June and July 1987; Blayney-Dyett.

Unit Type, Tenure and Density

Unit Type. The proportion of single-family detached houses, although significant, has been decreasing over the last 10 years, as shown in Table 10, which compares housing units by type for September 1976, March 1980 and December 1986. Single-family units have declined from 62 to 54 percent of the city's housing stock. During the period, single-family units increased by 1,690, an 11 percent rise.

This compares with a 79 percent rise in apartments and a 172 percent increase in condominium units, which now constitute 27 percent and 3 percent, respectively, of the city's housing stock.

The other housing types surveyed -- single-family attached (common wall construction on separate lots with separate ownerships plus duplex and triplex units), and mobile homes -- have maintained fairly steady shares of the city's housing stock. Single-family attached has increased in absolute numbers, with a 19 percent rise. Mobile homes has been the slowest growth category, increasing by 3 percent during the 10-year period.

Tables 11 and 12 compare dwelling units by type for each city area for 1981 and 1986. The North and East areas show a slight decline in the percentage of single-family detached units, with the South area's share remaining almost stable at between 61 and 62 percent during the five-year period. The proportion of apartments increased in all areas, though very minimally in South Salinas.

North, South and East Salinas currently have similar proportions of apartments -- about 27 to 28 percent of total units.

The Salinas General Plan requires the following mix of development in Conditional Growth Areas: 55 percent low density (single-family detached), 10 percent medium density and 35 percent high density (apartments). Additions in infill areas would be a higher proportion multifamily.

Tenure. Tenure refers to housing occupancy by owner or renter. While housing type often reflects tenure, the divisions are not clear-cut. Condominium units, while in separate ownership unlike traditional apartments, are often bought as an investment and then rented. Single-family detached units also are an important part of the rental stock.

Census data and Salinas Housing Inventory data were used to calculate the number of single-family units that are rented. The 1980 Census reported that citywide, 49 percent of all occupied housing units were renter-occupied. At that time, 32 percent of the housing stock was duplex, triplex and apartments, which were all assumed to be rental units. Another 17 percent of the total stock, or approximately 4,600 units were also being rented. Table 13 shows the highest proportion of rentals among those unit types is in East Salinas, with 21 percent; in South Salinas, 14 percent of that category units were rented.

TABLE 10
DWELLING UNITS BY TYPE - CITYWIDE
1976-1986

	<u>September 1976</u>		<u>March 1980</u>		<u>December 1986</u>		<u>1976 - 1986</u>	
	Units	% of Total	Units	% of Total	Units	% of Total	% Increase	Percent Change in Share ^a
Unit Type								
Single-Family Detached	15,140	62	15,860	59	16,830	54	11	-13
Single-Family Attached	2,770	11	3,000	11	3,305	11	19	0
Apartment	4,750	20	6,360	23	8,520	27	79	+35
Condominium	390	2	580	2	1,064	3	173	+114
Mobile Home	1,290	5	1,290	5	1,330	4	3	-19
TOTAL	24,340	100	27,090	100	31,049	100	28	-

a. 0 = no change.

Source: Salinas Community Development Department, Blayney-Dyett

TABLE 11
CITY AREA DWELLING UNIT SHARES BY TYPE -- 1981 AND 1986

City Area Dwelling Unit Type	<u>DECEMBER 1981</u>		<u>DECEMBER 1986</u>		<u>CHANGE 1981-86</u>		
	Units	Percent of Area Total	Units	Percent of Area Total	Units	Percent of Units Added	Percent Change in Share ^a
<u>North</u>							
Single-Family Detached	5,500	53.4	5,719	48.1	219	13.7	(10)
Single-Family Attached	1,180	11.5	1,284	10.8	104	6.5	(6)
Apartments	2,454	23.8	3,351	28.2	897	56.0	18
Condominiums	451	4.4	785	6.6	334	20.9	50
Mobile Homes	715	6.9	762	6.4	47	2.9	(7)
Total	10,300	100.0	11,901	100.0	1,601	100.0	-
<u>East</u>							
Single-Family Detached	3,829	57.6	3,797	53.0	(32)	(6.2)	(8)
Single-Family Attached	904	13.6	958	13.4	54	15.8	(1)
Apartments	1,423	21.4	1,920	26.8	497	95.6	25
Condominiums	56	0.8	62	0.9	6	1.2	8
Mobile Homes	434	6.5	429	6.0	(5)	(1.0)	(8)
Total	6,646	100.0	7,166	100.0	520	100.0	-
<u>South</u>							
Single-Family Detached	6,725	62.1	7,314	61.1	589	51.2	(2)
Single-Family Attached	990	9.1	1,063	8.9	73	6.3	(3)
Apartments	2,842	26.2	3,249	27.2	407	35.4	4
Condominiums	136	1.3	217	1.8	72	7.0	31
Mobile Homes	139	1.3	139	1.2	0	0.0	(8)
Total	10,832	100.0	11,982	100.0	1,150	100.0	-

Table continued on following page.

Table 11, Continued

City Area Dwelling Unit Type	<u>DECEMBER 1981</u>		<u>DECEMBER 1986</u>		<u>CHANGE 1981-86</u>		
	Units	Percent of Area Total	Units	Percent of Area Total	Units	Percent of Units Added	Percent Change in Share ^a
<u>Citywide</u>							
Single-Family Detached	16,054	57.8	16,830	54.2	776	23.7	(6)
Single-Family Attached	3,074	11.1	3,305	10.6	231	7.1	(5)
Apartments	6,719	24.2	8,520	27.5	1,801	55.1	14
Condominium	643	2.3	1,064	3.4	421	12.9	48
Mobile Homes	1,289	4.6	1,330	4.3	42	1.3	(7)
Total	27,779	100.0	31,049	100.0	3,270	100.0	-

a. 0 = no change

Figures in parenthesis show a decrease.

Source: City of Salinas, Department of Community Development, Dwelling Unit Inventory.

TABLE 12
DWELLING UNITS BY TYPE BY CITY AREA -- 1981 AND 1986

Dwelling Unit Type City Area	DECEMBER 1981		DECEMBER 1986		CHANGE 1981-86		
	Units	Percent of Total	Units	Percent of Total	Units	Percent of Units Added	Percent Change in Share ^a
<u>Single-Family Detached</u>							
North	5,500	34.3	5,719	34.0	219	28.2	(9)
East	3,829	23.9	3,797	22.6	(32)	(4.1)	(5)
South	6,725	41.9	7,314	43.5	589	75.9	4
Total	16,054	100.0	16,830	100.0	776	100.0	-
<u>Single-Family Attached</u>							
North	1,180	38.4	1,284	38.9	104	45.0	1
East	904	29.4	958	29.1	54	23.4	1
South	990	32.2	1,063	32.0	73	31.6	(6)
Total	3,074	100.0	3,305	100.0	231	100.0	-
<u>Apartments</u>							
North	2,454	36.5	3,351	39.3	897	49.8	8
East	1,423	21.2	1,920	22.5	497	27.6	6
South	2,842	42.3	3,249	38.1	407	22.6	(10)
Total	6,719	100.0	8,520	100.0	1,801	100.0	-
<u>Condominiums/Townhouses</u>							
North	451	70.1	785	74.4	334	81.1	6
East	56	8.7	62	5.9	6	1.4	(32)
South	136	21.2	217	20.4	81	19.2	(7)
Total	643	100.0	1,064	100.0	421	100.0	-
<u>Mobile Homes</u>							
North	715	55.5	762	57.3	47	100.0	3
East	434	33.7	429	32.3	(5)	0.0	(4)
South	139	10.8	139	10.5	0	0.0	(3)
Total	1,288	100.0	1,330	100.0	42	100.0	-

a. 0 = no change
Figures in parenthesis show decrease.

TABLE 13
RENTER-OCCUPANCY BY UNIT TYPE
BY CITY AREA, 1980

	Housing Units	% Renter Occupied	% Apartments Duplex, Triplex (all rental)	% Single Family, Condo & Mobile Home Rented ^a
North	10,562	39	24	15
East	6,945	57	36	21
South	9,386	49	35	14
TOTAL	26,893	49	32	17

a. Single-family attached and detached, including townhouses.

Source: 1980 Census; Salinas Department of Community Development;
 Blayney-Dyett

The availability for rental of single-family units, which are generally larger than apartments, is particularly important because of the limited number of large apartments. Single-family rental units provide households that cannot purchase a house the opportunity to live in units with more indoor and outdoor space as compared to apartments.

Density. While housing type reflects density of development, similar types can be built at greatly varying densities. Single-family zoning districts require lot area ranging from 5,500 to 20,000 square feet (7.9 to 2.2 units per net acre). Typical built densities for all types of units are eight to 11 units per gross acre in East Salinas, and five units per gross acre in South Salinas.

Permitted densities in the different apartment zoning districts vary depending on parcel size. Maximum density is one unit per each 1,250 square feet of lot area (35 per net acre) on parcels one acre or larger. Before new standards for the R-3 District were adopted in 1986, the ordinance established no maximum density, resulting in two- and three-story projects with up to 40 units per acre. Density bonuses in the R-R-3 District are offered to projects that provide private outdoor and indoor recreational space. Additionally, state law requires awarding density bonuses for providing units affordable to low- and moderate-income households. Density bonuses are discussed in Section 6.

Preservation of historic character in Central City would limit the ability to achieve the higher residential densities encouraged by the Plan. Bulk would have to be restricted in order to preserve the historic character of the area.

Condition of Housing

A systematic field survey of housing conditions has not been conducted since 1975. At that time, 26 percent of North Salinas units, 44 percent of East Salinas units, and 25 percent of South Salinas units were found to be substandard (with one or more major defects) or requiring maintenance (showing minor signs of blight). The 1975 survey by the City of Salinas Community Development Department identified several areas where there were concentrations of houses with outward signs of structural defects. These areas included:

- The area east and west of Main Street, north of the Boronda/101 interchange (Old Santa Rita);
- The area around California Street, north of John Street;
- The area bounded by East Alisal Street, North Sanborn Road, Terrace Street, and Highway 101 (Hebbron Heights);
- The area bounded by East Alisal Street, Wood Street, James Street, and South Madeira Street;
- Portions of the area in East Salinas north of Williams Road and north of Laurel.

Since 1977, Community Development Block Grant (CDBG) funds and other state and federal monies have been expended for rehabilitation and, in some cases, replacement of substandard units. However, much remains to be done to bring all housing up to acceptable standards. The main target area for using CDBG funds has been Hebbron Heights. Based on recent code enforcement experience, City staff continues to identify East Salinas as the area with the greatest incidence of substandard housing. Other locations of concern are east of downtown and North Main Street north of Boronda Road.

The City's Housing Assistance Plan (HAP) April 1983, which sets goals for assisted housing and rehabilitation of substandard units, targets 117 units for rehabilitation from 1985 to 1988. The HAP cites the census figures for lower-income minority households in substandard housing: 188 households in owner-occupied units and 914 renter households, or 4 percent of all Salinas households in 1980.

The City is addressing the problem of substandard housing through its Housing Services Program that provides rehabilitation loans and inspection services. The City does not have a systematic code enforcement program, but operates in response to complaints. Approximately two-thirds of complaints are from tenants experiencing lack of hot water or heat, or leaking roofs. Most complaints originate in East Salinas or the downtown.

The condition of housing is still an issue in Salinas. At community meetings on the General Plan and in other forums, residents of East Salinas, in particular, have expressed concerns about the condition of housing in their neighborhood. Issues identified include appearance and safety concerns relating to quality of construction, building maintenance, and up-keep of outdoor areas.

Public, Subsidized, and Nonprofit Housing

There are four major types of subsidized housing in Salinas: conventional public housing; nonprofit-operated units; units in projects financed by mortgage revenue bonds; and units rented by households with Section 8 assistance, 1,342 units. These are itemized in Table 14. Together, these provide almost 2,400 housing units affordable to low- and very-low-income households -- those earning 80 percent or below of area median income. This represents 8 percent of the city's existing housing stock.

Conventional Public Housing. The Housing Authority of the County of Monterey (HACM) owns and operates 580 units of public housing at 11 locations in Salinas. Units built since 1981 are all occupied by very-low-income households, those earning less than 50 percent of median income for Monterey County (see Table 15). Older Housing Authority units are rented to either very-low-income or low-income (earning 50-80 percent of area median) households. Rent charged is 30 percent of the renting household's monthly income.

Nonprofit-Operated Units. CHISPA (Community Housing Improvement Systems and Planning Association Inc.) is a nonprofit organization that produces, manages and operates housing for low- and moderate-income households in Salinas and elsewhere in Monterey County. Community Development Block Grant funds targeted for the Hebbbron Heights area of East Salinas, along with other federal, state and local monies, have enabled CHISPA to develop four projects in the neighborhood since 1982. Three of these, two limited equity co-ops and one rental project, house 158 low-income households. Rents are 25 to 30 percent of household income. The fourth project, La Terraza, consists of 30 owner-occupied townhouses for moderate-income households.

Interim, Inc. (a private non-profit) also plays a role in the provision of housing within the community. Interim's client population is made up of persons who have experienced serious mental health or psychiatric problems; typically, clients are low income and in need of a variety of housing options. While much of their work concerns social rehabilitation and transitional housing, Interim currently provides housing for 46 people at scattered sites within Salinas. Interim is supported by a variety of local and federal sources, including HUD Section 8.

Tax-Exempt Mortgage Revenue Bonds. State and federal laws authorize using tax-exempt mortgage-revenue bonds to finance construction of rental units when at least 20 percent of the units are set aside for low-income households.

Since 1982, 9 bond issues by the City, the Redevelopment Agency, and the County Housing Authority, financed a total 1,488 units. Affordable units, which must be maintained for the life of the bond (15 to 25 years), must be rented to low-income tenants. The program has produced 180 units for low-income households in mixed market-rate/affordable projects. It is also one of the financing mechanisms used in the 75-unit CHISPA project, Las Casas De Madera, which is 100 percent affordable. Steinbeck Commons, a 100-unit privately operated, senior-citizen project for low-income tenants exclusively, also was constructed with bond financing. Steinbeck Commons and Las Casas De Madera were financed by bonds issued by the Redevelopment Agency in 1982.

TABLE 14
ASSISTED HOUSING IN SALINAS, JUNE 1987

Type	Units
Conventional Public Housing (rental)	580
Nonprofit Operated Units for Low-Income Households (CHISPA) (rental)	160
Units in Projects Financed with Mortgage-Revenue Bonds (rental)	180
Senior Housing Financed with Tax-Exempt Bonds (rental)	100
Single-Family Units Financed through the California Home Ownership Assistance Program	26
Units Rented by Households with Section 8 Certificates and Vouchers	1,342
TOTAL	2,388

Section 8 Certificates. In addition to operating public housing, HACM administers the U.S. HUD Section 8 Certificate program. Unlike the programs described above, the Section 8 Certificate program assists specific households, rather than subsidizing housing units. Households that qualify for and receive Section 8 certificates may seek housing anywhere in the county. Any unit available at a rent within the specified guidelines (see below), with an owner willing to enter into a contract with the Housing Authority can be occupied by a Section 8 household.

SECTION 8 RENT LIMITS
(all utilities paid by landlords)
April 1987

	Number of Bedrooms				
	0	1	2	3	4
Monthly Contract Rent	\$383	\$465	\$546	\$684	\$766

Section 8 households pay 30 percent of their monthly income in rent. Under contract with the owner, the Housing Authority pays the difference between 30 percent of the renter's income and the fair-market rent charged for the unit. Low- and very-low-income households are eligible for Section 8 assistance. Of the 1,299 Salinas households using Section 8 certificates as of January 1987, 88 percent were very-low-income and the remainder were low-income; the average rent payment was \$279.

Section 8 Vouchers. The Section 8 voucher program is also operating in Salinas. There were 43 voucher holders with units in the city in August 1987. Unlike the certificate program, there are no ceilings on rents for this program. The tenant is responsible for paying the difference between the fair-market rent and the actual rent, and the Housing Authority pays the difference between 30 percent of the renter's income and the fair-market rent for the unit. Only very-low-income households are eligible for vouchers.

4.3 AFFORDABILITY

The concept of affordability relates household income to housing cost. Neither factor independent of the other provides a complete view of how the housing market operates to serve low- and very-low-income households.³ In Salinas, the concept of affordability and of the difference between market-rate and non-market-rate units is somewhat blurred because of the way housing units are actually used. In order to find housing they can afford, many individuals and families are forced to share units designed for a single household. While this may result in households living in what is technically "affordable housing" in relation to the above definitions, it is not an adequate way to satisfy the need for below-market-rate units. In the Housing Element, "affordable" refers to units that are generally within the payment capabilities of low- and very-low-income households without overcrowding.

The affordability analysis is based on a median income for Monterey County which is used to develop income limits for housing-assistance programs. The Monterey County figures are useful because they are available for households of different sizes, unlike other income data. In 1980, the median income for Salinas households, as reported by the census, was 98 percent of that reported for Monterey County, so use of the County data is assumed to fairly represent the Salinas population.

Salinas may, however, have a different distribution of incomes than the county as a whole. The city has a higher proportion of agricultural workers than does the county and, therefore, a higher proportion of seasonal workers. Figures from a Housing Authority of the County of Monterey survey of seasonal workers at the Chualar and Castroville Farm Labor Camps in 1984 shows a median household income from \$17,500 to \$19,600 compared to a 1985 Salinas median household income of \$23,057 estimated by Urban Decision Systems.

Tables 15 and 16 present affordability analyses for very-low-, low-, and moderate-income households. When compared to information on house-purchase

³ Very-low-income households are those earning 50 percent of the county median; low-income households earn 50 to 80 percent; moderate-income households earn between 80 and 120 percent; above moderate-income households earn above 120 percent of county median income.

costs and rentals (Tables 5, 6, and 7), it can be seen that while households earning less than 50 percent of the county median have insufficient income to pay for almost all market-rate units, those technically defined as having low and moderate incomes may be able to find some smaller units within their price range, particularly if they can afford a 20 percent down payment. The higher repayment required with a 10 percent down payment makes most units unaffordable.

Rents reported in Table 9 were surveyed in May and June 1987. Recent large-scale apartment construction, with several large projects renting for the first time, as well as the timing of the survey relative to the agricultural season, suggest that reported rents are unusually low, with supply exceeding demand. Median rents are generally close to the affordable limits for low-income households, taking size into account. Renter households earning 100 percent or more of median income generally have a wide choice in the rental market.

Information from the Salinas Board of Realtors for properties listed in the six months up to April 1987, show there are few ownership units available for low-income households with a 10 percent down payment. During that period, only 11 units, mostly one- or two-bedroom condominiums, sold for less than \$67,000. An additional 63 units sold for \$94,000 or less, and an additional 83 units sold from \$94,000 to \$113,000. Altogether, 54 percent of the properties sold during this period would have been affordable by households earning 120 percent of the median county income, assuming they could provide a 20 percent down payment. However, many of these are smaller units and may not be suitable for a four-person household. There may also have been some other affordable properties that were not sold through the multiple listing service.

A small proportion of new homes are selling for less than \$113,000. For example, two-bedroom patio homes in the Laurel West subdivision were selling for \$108,000 in 1987, and two- three- and four-bedroom homes in the Parkview Manor subdivision on Rider Avenue were selling for less than \$100,000.

Table 17 shows 1980 Census data on overpayment. With rising housing costs, expectations have changed regarding the amount of household income appropriately spent on housing. Formerly, 25 percent of income was considered appropriate; many programs and financial institutions now assume 30 percent to be affordable. Clearly, as household income increases, so does the ability to spend a greater proportion on housing. It can be seen that over half the households earning less than \$20,000 (about 113 percent of the 1980 County median income) paid more than 30 percent of their income for housing, indicating overpayment by accepted standards. AMBAG's analysis of the census data indicates that 61.2 percent of lower income Salinas households were paying in excess of 25 percent of their income for housing (Regional Housing Needs Report, 1980-1990).

The ability to purchase housing is not only a function of income, but of existing equity as well. Although on a fixed income, retired persons often own homes. Thus, their income may not reflect their ability to obtain housing. Households with equity in a home have considerably more housing choice than households with similar incomes seeking to purchase a home for the first time.

The needs analysis in Section 5 seeks to identify those households that are actually seeking new housing by reporting on indicators of immediate housing need.

TABLE 15
HOUSING AFFORDABILITY: ANALYSIS
LOW- AND VERY LOW-INCOME HOUSEHOLDS
 (Based on HUD Section 8 annual income ceilings, 1987)

Persons per Family	Household Income Limits		Affordable Rental Price ^a		Affordable Purchase Price ^b	
	Very Low-Income	Low-Income	Very Low Income	Low Income	Very Low Income	Low Income
	(50% of estimated 1987 Salinas median)	(80% of estimated 1987 Salinas median)				
2	\$12,700	\$19,600	\$318	\$490	\$39,000	\$60,300
4	\$15,900	\$24,500	\$398	\$613	\$48,900	\$75,300
6	\$18,450	\$27,550	\$461	\$689	\$56,700	\$84,700

a. 30 percent of monthly income; does not include allowance for utilities.

b. Assumes 30 percent of monthly income spent for housing, 10 percent which is for insurance and other housing-related costs; 20 percent down payment; 30-year fixed-rate mortgage at 10.5 percent. Does not include allowance for utilities.

Source: Housing Authority of Monterey County; Blayney-Dyett; income data from California Department of Housing and Community Development.

TABLE 16
HOUSING AFFORDABILITY ANALYSIS
MODERATE- AND LOW-INCOME HOUSEHOLDS, MARCH 1987

Moderate-Income Household Earning ^a	Annual Income	Maximum Affordable Rent ^b	Maximum Affordable Purchase Price ^c	
			With 10% Down Payment	With 20% Down Payment
50 percent of county median	\$15,300	\$380	\$46,460	\$52,270
80 percent of county median	24,500	613	66,900	75,270
100 percent of county median	30,600	765	83,560	94,000
120 percent of county median	36,700	918	100,330	112,870

a. Assumes four-person household.

b. Assumes 30 percent of income available for housing cost.

c. Assumes 30 percent of income available for housing cost, 10 percent of which goes to taxes, insurance and utilities; 30-year fixed-rate loan at 10.5 percent interest; down payment as specified. Loan origination fees (points), title insurance, and other closing costs could add another 3 percent to the down payment and effectively lower the affordable purchase threshold.

Source: Blayney-Dyett; California Department of Housing and Community Development

TABLE 17
SALINAS HOUSING PAYMENTS COMPARED TO ABILITY TO PAY, 1979

	Household Income		House- holds	Percent of Households
	Less than \$20,000 ^a	More than \$20,000		
Percentage of Income Paid as Gross Rent for Renter-Occupied Units				
Less than 25%	2,828	2,746	5,574	45
25 - 29%	1,417	214	1,631	13
30% and more	5,173	30	5,203	42
Total Renter-Occupied Units	9,418	2,990	12,408	100
Percentage of Income Paid as Homeowner Cost for Owner-Occupied Units				
Less than 25%	2,293	5,775	8,068	72
25 - 29%	417	480	897	8
30% and more	1,475	750	2,225	20
Total Homeowner units	4,185	7,005	11,190	100
Total Occupied Units				
Less than 25%	5,121	8,521	13,642	58
25 - 29%	1,834	694	2,528	11
30% and more	6,648	780	7,428	31
Total Occupied Units	13,603	9,995	23,598. ^b	100

a. A household income of \$20,000 in 1979 represented approximately 115 percent of the county median household income, or the high end of "moderate income."

b. Households reporting income and housing costs only.

Source: U.S. Census, 1980

5. HOUSING NEED

The Housing Element focuses on housing needs that are unmet by the housing market. These are primarily low- and very-low-income households in Salinas, who earn 80 percent or less of county median income. In many California communities, the market is not producing for-sale or rental units affordable by even moderate-income households. In Salinas, the match between income and housing cost is closer for most households than in many places in the state. While it can be assumed above-moderate-income households are able to participate in both the ownership and rental markets in Salinas, there appears to be a shortage of units acceptable to the high end of the market. The recent slow increase in new single-family detached units impedes upgrading which results in fewer opportunities for moderate-income households to acquire better homes.

This section of the Housing Element evaluates three components of housing need. First is a discussion of the special needs of persons whose choices are limited by factors in addition to income: large households, elderly persons, persons with disabling conditions, seasonal residents, and persons in need of emergency shelter. The following section analyzes immediate need, which examines indicators of the number of low- and moderate-income households actively seeking new housing or living in overcrowded conditions. The final portion is a quantification of housing needs by income group for 1988-93. The Housing Element Policies Program described in Section 6 of the General Plan is designed to meet described needs to the greatest extent possible.

Two documents assessing housing needs are used in this analysis. One is the City's Housing Assistance Plan (HAP), prepared for the U.S. Department of Housing and Urban Development Community Development Block Grant Program. The HAP covers the period of 1985-88 and describes housing assistance needs, housing stock conditions, and goals for units to be assisted.

The Regional Housing Needs Report, 1980-90, was prepared by the Association of Monterey Bay Area Governments (AMBAG) and is designed to be consistent with the requirements of state law. The report, adopted in 1984, projects by income grouping the housing needs for each jurisdiction in the region. As required by state law, the Housing Element's analysis of existing and projected need must include Salinas' share of regional need as described by AMBAG. AMBAG's distribution of households is analyzed in Section 5.3.

5.1 SPECIAL NEEDS

For some types of households, limited income is not the only obstacle to finding adequate housing. Finding units of adequate size, location and design is especially difficult for large households, seasonal workers, senior citizens, disabled persons and persons in need of emergency shelter.

Large households

Interviews with housing providers suggest that the most significant housing need is for large units, especially for lower-income households. Large families, as identified by HAP, comprise 15 percent of very-low-income and 11 percent of

low-income households in need of assistance. Census data from 1980 indicate that more than 40 percent of the city's large households (about 2,300 households in 1986) live in overcrowded conditions.

Housing Authority staff reports that holders of Section 8 certificates have the hardest time finding three-bedroom units, and the number of certificates issued is limited to reflect the small supply. Large units are identified as the greatest need for new public housing, and there seems to be little chance of meeting the needs of households already waiting. For example, a family of six that had been on the public housing waiting list since 1981 was placed in late 1985. They had been living in a garage.

Nonprofit housing sponsors, with City assistance, have been addressing the need for larger units. CHISPA's four projects (188 units) include 134 units of three or more bedrooms. Since 1982 the Housing Authority of the County of Monterey has completed three new public-housing projects, totaling 105 units. An additional 50 units of low-income housing were built with HCD financing and are managed by the Housing Authority. Of these four latter projects, 27 percent of the units are three-bedroom or more. In 1987, the Housing Authority applied to HUD for authority to acquire 30 units for large families; the City supports this application. Within the area of housing rehabilitation, the City gives priority to Rental Rehabilitation Program (RRP) projects containing three- and four-bedroom units. To date, 25 percent of the RRP units undergoing rehabilitation have been three-bedroom units.

Rentals of single-family detached units are important in providing lower-cost large units. Although the monthly cost may exceed the payment capability (30 percent of income) of low-income households, single-family rentals are available to many households that can pay the monthly cost but do not have adequate savings or equity in an existing house which would allow them to purchase a home.

Even for moderate-income households, large units are very difficult to find. Rentals are most frequently one- and two-bedroom units, and small units are generally more profitable for developers. One factor that may increase the developer's bias to building smaller units is the recent institution of developer fees based on number of bedrooms in new units. This is discussed in Section 6.1.

One option available to developers to qualify projects for City mortgage-revenue-bond financing is to provide either 10 percent of the units with four bedrooms or 20 percent with three bedrooms. To date, no projects have been built using this option. This indicates the reluctance of private developers to build housing for larger families because of lower rent income per square foot and perceived higher maintenance costs.

Farmworker Households

Each year beginning in April and continuing through the summer, Salinas experiences an influx of migrant farmworkers. An already low vacancy rate (see Table 18) has resulted in families doubling up, informal conversion of single-family homes to rooming houses, and illegal occupancy of garages, sheds, and

travel trailers. The seasonal population includes both single men and families.

The number of persons working in agriculture and the number of agricultural workers living in Salinas, varies throughout the year. The City's HAP estimates 1,200 migrant agricultural workers come to Salinas annually. While it is not known how many households this represents, the number is significant enough to markedly influence vacancy rates and overcrowding, as well as school enrollment, on a seasonal basis.

The agricultural season is generally defined as May to October. Countywide agricultural employment in 1986, as reported by the State Employment Development Department (EDD), reached a high of 29,600 in August and September, and a low of 14,600 in January. On an annual basis, 20 percent of all employment within the Salinas area is directly involved in agriculture. An additional 6 percent of Salinas employees are involved in agricultural transportation and food processing. County unemployment in 1986 was at a high of 14.8 percent in January and a low of 6.8 percent in September. The high unemployment rates for the winter months indicate a population of seasonal workers who stay in Salinas year-round.

Employer-sponsored housing formerly provided for a significant proportion of farmworker-housing needs. However, the number of employer-sponsored units has declined in recent years. In the county, there are about 44 single-person and family labor camps on the Health Department's active inspection roster for 1987, down from 136 in 1972. There are several reasons for this trend. First, employers in increasing numbers were being cited for health-code violations following reports on migrant housing by advocacy groups and the County Growth Management Task Force. Rather than make costly improvements, many farmers ceased renting their units. Second, the increased mechanization of agriculture has led to an over-supply of agricultural workers in some categories, so the employers do not have to provide housing in order to attract workers. Third, crops such as grapes, strawberries and cut flowers are growing in popularity in the Salinas Valley, and such crops require a year-round labor supply.

The City employs the Monterey County Health Department to license and inspect labor camps within the city limits. This regulation is intended to ensure that such housing meets minimum standards of health and safety. As of May 1, 1987, six such camps existed in Salinas with a total licensed capacity of 400 persons.

With a more stable, year-round agricultural labor force, there is a greater need for permanent housing. Availability of subsidized housing increases the stability of farmworker households. Many households on the public-housing waiting list are agricultural workers likely to remain in Salinas year-round if adequate affordable housing were available. The shortage of affordable units for seasonal and year-round agricultural workers results in individuals and families living in overcrowded and substandard conditions -- in cars, garages, or units already occupied by other families.

Assessing the housing needs of migrant populations is particularly difficult because of the lack of information about household characteristics and migration patterns. The census, which is the most comprehensive and systematic source of

population and housing information, is collected on April 1, before the agricultural season begins.

Migrant farmworkers have special difficulties in finding suitable housing because of transient occupancy and few units with three or four bedrooms. Figures maintained by the County Office of Education indicate that in May 1987, 4,000 of the 20,000 children enrolled in city school districts were members of migrant families. Employing a rough rule of three children per household yields 1,350 migrant families residing in Salinas. The only formal migrant-labor housing in the city are farm-labor camps sponsored by employers, and many of these do not accept families. Neither the Housing Authority nor local nonprofit housing developers, such as CHISPA, build units for the migrant farm-labor population.

Since 1982, the following projects for non-migrant farmworkers have been built in Salinas:

Loma El Paraiso - 43 units completed by CHISPA in 1984; 75 percent are three or four bedrooms; all are reserved for farmworker households.

Housing Authority (two sites) - 57 units completed in 1987; all are reserved for farmworker households.

Municipal solutions to the farmworker housing problems are limited by both local resources and local authority. In the latter regard, for example, while a density bonus program may serve farmworker households who are low income, it does not lend itself to being restricted to farmworker units.

Senior Citizens

Senior citizens are identified as a population in need of special housing because of physical constraints as well as limited incomes. Small units in proximity to services and transportation facilities are desirable for seniors.

The 1980 federal census revealed that 4,400 Salinas households (16 percent) were headed by someone aged 65 or over; 21 percent of all homeowners were over 65 as were 11 percent of all rental households. Census data indicate Salinas' senior population (60+) to be 12 percent of the general population. Using 1987 population figures, the elderly population can be assumed at 11,700. The HAP reports that approximately 2,900 senior citizens in Salinas have incomes less than 50 percent of median. Not all these individuals are in need of affordable housing, however, since some live with families, and others own homes or occupy subsidized units. Of the 957 households on waiting lists for public housing and Section 8 units, 49 (5 percent) are senior-citizen households. One of the Housing Authority's projects in Salinas has 80 units reserved for seniors.

Steinbeck Commons, an affordable senior-housing project occupied in early 1982, was constructed as a Section 8 project for very-low-income households. There are no vacancies in the 100 units for persons 62 and older, and there is a two-to three-year waiting list as of April 1987. Site acquisition and construction of Steinbeck Commons was assisted by the City.

Planning is now underway for a senior project with 110 to 150 units sponsored by the Catholic Diocese of Monterey. While financing details for the project have not been worked out, 20 percent of the units are expected to be available for low-income senior households. The City has supported this project by adopting a resolution indicating a willingness to sell bonds for financing and by approving a waiver of required parking.

Census statistics indicate one in four elderly persons live alone. The City of Salinas designed and implemented a senior Shared Housing Project to facilitate greater use of existing housing while providing a means for seniors to remain in their homes. The project is now managed by The Alliance on Aging.

Many elderly persons have fixed incomes that make it difficult to qualify for conventional home-repair loans. Since 1982, the City's Housing Services Program has provided some 450 emergency grants to low-income senior or disabled home owners for critical housing repairs. Where more substantial repair is necessary, deferred payment rehabilitation loans are available for seniors. Up to \$15,000 is lent; repayment is not required until sale or transfer of title. These loans allow seniors to make repairs and remain in their homes without reducing their monthly disposable income.

Persons in Need of Emergency Housing

Estimates of Salinas' homeless population range from 1,000 to several thousand, depending on the season, the condition of the local economy, and the source of the figure. The County of Monterey uses the range of 1,000 to 4,500 as a countywide figure. Most providers and knowledgeable persons agree a large majority of the County's homeless are in Salinas. The only hard data comes from the two shelters and two day centers active in the city. A County-initiated study of the homeless population will be conducted by 1989 to provide definitive answers to these questions.

The Salvation Army Family Shelter serves an average of 700 persons monthly, however, they do not track repeat users other than to limit stays to 30 days. The Victory Mission serves single men by providing 50 beds for overnight shelter. Each of these shelters is full during fall, winter and spring and routinely turn away people. In summer, demand is less and the Family Shelter operates at about 50 percent capacity.

Two day centers provide food and shelter during daylight hours. The Swinging Door serves 200 persons daily with showers, coffee and limited food and referral services. While designed to serve the indigent, it also serves low-income residents. The majority served are single men. Dorothy's Kitchen, operated by a Catholic relief organization, provides free lunches six days a week and averages 150 meals per day. Those served include families, as well as singles. One other resource for the homeless is the County-operated Domestic Crisis Shelter that will assist homeless families when their own case load allows.

The City provides funding to both the Salvation Army and the Swinging Door. The Swinging Door is sponsored by the Downtown Social Service Board, a Joint Powers Agency formed by the City and the County to address problems facing the indigent within Salinas. The City and Redevelopment Agency have provided funding for the Downtown Social Service Board amounting to \$500,000 since

1982, and averaging \$92,000 in annual appropriation. To date, the DSSB has provided daytime shelter services (Swinging Door), produced a fund-raising videotape on the plight of the homeless, and is actively looking for a site and long-term funding for an overnight shelter.

CDBG funds provided to the Salvation Army for the shelter equalled \$32,000 plus \$13,200 in subsidized rent during fiscal year 1985/86. For the Fiscal Year 1986/87, \$38,000 was set aside for the Salvation Army shelter.

Persons with Handicapping Conditions

Another area where accurate statistics do not exist is the number of disabled or handicapped residents with special housing needs. The 1980 census shows 717 (or 1.4 percent) persons between 16 and 64 with work and public-transportation disabilities, and 658 persons (1.3 percent) with work disability only. Although disabled persons are discussed as a separate group with special housing needs, many of these persons are also elderly. Units designed for senior citizens are appropriate for many disabled persons.

In 1982, the City broadened its housing rehabilitation loan program to make handicap accessibility an eligible rehabilitation item. Only three households have taken advantage of this program.

The City's Multifamily Bond Program requires projects to qualify by addressing a housing need as identified in the 1982 Housing Element. One option is to provide 5 percent of units equipped and designed for the physically handicapped. In the two projects that were built under this option, a total 21 units were so provided. In both cases, the rental managers report that they were unable to locate sufficient handicapped tenants despite vigorous outreach, including numerous newspaper ads and contact with 20 groups involved with the physically handicapped.

The City's 1987/88 CDBG program statement sets aside \$55,000 for Interim Inc., a local nonprofit organization serving the needs of the mentally disabled. This grant will assist with the purchase of land to be used to provide 12 units of permanent housing for the chronically mentally ill in Salinas, in conjunction with HUD Section 8 rental assistance.

5.2 IMMEDIATE NEED

Indicators that reflect the availability of housing, the number of people actively seeking housing or living in overcrowded housing are the best measures of immediate need. Overpayment (Table 17) is not considered an indicator of immediate need. It reflects generally accepted standards rather than actual demand for housing in the short term as is illustrated by the factors discussed below.

Housing Element and Fair Share numbers reflect frequency of overpayment and number of low-income households, but not actual unmet demand. While the affordability analysis included in Section 4.3 draws conclusions relating to housing need based on the relationship between payment capability and housing cost, it does not reflect the fact that many households are living in units that

they could not afford to purchase based on current earnings. An indication of the number of persons actively seeking affordable units is given by the status of waiting lists for conventional public housing, Section 8 units, and affordable units at CHISPA projects.

Vacancy Rates

The most current survey of vacancy rates is reported by the Federal Home Loan Bank of San Francisco based on a survey by the U.S. Postal Service in August 1986. Results are reported in Table 18. The overall vacancy rate for all unit types citywide, both new and resale, is 1.8 percent, equal to the rate reported for the Salinas-Seaside-Monterey area as a whole. This rate is relatively high when compared to historic rates during the period 1978 to 1985. The average for the eight-year period for the area is 1.4 percent, with an eight-year high of 1.9 percent and a low of 1 percent. A rate of 1.8 percent reported during the summer is a particularly positive sign in relation to the ability of the city's seasonal residents to find housing. A vacancy rate of 5 percent is generally considered desirable for an efficient housing market but is seldom achieved in urban areas in California.

Overcrowding

Overcrowding is described in Table 19, which is based on 1980 census data. If the proportion of overcrowded units in the city has remained stable at 13.3 percent, there are currently 4,300 overcrowded units in Salinas. The 1980 Census showed the state average was 7.4 percent of households living in overcrowded units. The relatively high vacancy rate experienced during the 1986 agricultural season suggests that there may be some reduction in overcrowding.

AMBAG reports that the average size overcrowded household is 5.6 persons. Countywide, one in ten households is overcrowded. In Salinas, the census reports that 37 percent of Hispanic households and 13 percent of all households live in overcrowded conditions. The greatest incidence of overcrowding is in East Salinas, with 25 percent of all households and 45 percent of Hispanic households living in overcrowded conditions.

Much overcrowding in East Salinas is a result of doubling up by seasonal workers. As an overcrowded apartment probably provides better living conditions than privately operated farm-labor housing or older motels and the housing market will not build for part-time occupancy, no alternative is apparent. Negative effects of overcrowding include excessive wear on buildings, congested parking, inadequate recreational space, and perhaps less concern for community quality by temporary residents.

Development standards have not traditionally made allowance for seasonal overcrowding. East Salinas, where overcrowding is most widespread, is also the area where housing units have been built with the least regulation, both when the area was outside the city and since annexation in the early 1960s. Parking and design standards for future development could be set to accommodate peak-season occupancy based on observed use of existing apartments, but resulting higher rents would likely shift the burden of overcrowding to older units.

TABLE 18
VACANCY RATES BY ZIP CODE -- AUGUST 1986
(Percent of Units Vacant by Unit Type)

Zip Code	Location	Single-Family Detached			Multifamily			Mobile Homes		All Units		
		Total Units	% Vacant New	Resale	Total Units	% Vacant New	Resale	Total Units	% Vacant Resale	Total Units	% Vacant New	Resale
93906	North Salinas	6,429	0.1	0.1	3,300	4.3	1.2	836	1.1	11,615	1.2	0.9
93905	East Salinas	5,239	0.0	1.1	2,873	0.8	2.2	460	0.0	9,449	0.3	1.4
93901	South Salinas	6,485	0.1	0.9	2,322	0.0	0.6	137	0.0	9,416	0.1	0.9
TOTAL		18,153	0.0	0.9	8,495	1.9	1.4	1,433	0.6	30,480	0.6	1.1

Note: Zip code areas do not include all the planning area.

Source: Federal Home Loan Bank of San Francisco.

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Waiting Lists for Non-Market-Rate Housing Units

Conventional Public Housing. As of January 1987, the Housing Authority had 441 applications for public housing on file and 580 occupied units. Of the applications, 54 percent were from households headed by a female, and 31 percent were from households with five or more persons. When units are available, applicants are housed on a priority rather than a first-come, first-served basis, with unhoused applicants given top priority. The Housing Authority operates one-, two- and three-bedroom units. There is almost no turnover in the three-bedroom units, and newly constructed large units are generally filled by households already in public housing that have outgrown their units. Turnover in two-bedroom units often results from tenants moving into market-rate rentals.

TABLE 19
MODERATE AND SEVERE OVERCROWDING, 1980

	Number of Households	Percent of Total
<hr/>		
<u>Renting Households</u> (13,026)		
Moderate ^a	1,151	8.8
Severe ^b	1,348	10.0
Subtotal	2,499	18.8
 <u>Owner-Occupied Households</u> (13,831)		
Moderate ^a	658	4.7
Severe ^b	422	3.0
Subtotal	1,080	7.7
TOTAL (26,857)	3,580	13.3

a. Moderate overcrowding exists when the number of persons per room is between 1.01 and 1.50.

b. Severe overcrowding exists when the number of persons per room is over 1.51.

Source: AMBAG Regional Housing Needs Report 1980-1990 (based on U.S. Census data).

Section 8 Certificates. Section 8 certificates specify the size unit that the holder may rent. As of August 1987, the waiting list is not open. The wait for most units is two to three years, and longer for four-bedroom units. Applications for 949 certificates are outstanding; 35 percent from female-headed households and 11 percent from households with five or more persons. The one-bedroom list was opened for a period of 60 days beginning January 8, 1986; by the end of January, 78 new applications had been received. Like public housing, priority goes to unhoused applicants.

Comparing the average and median rents illustrated in Table 9 with Section 8 rent ceilings indicates there are apartments available in the price range of holders of Section 8 certificates.

CHISPA Projects. There is a zero vacancy rate at CHISPA's 158 low-income units. Applications are taken only when units are initially occupied, and a "substantial number" of households are on a waiting list in spite of very-low turnover. Continual requests for housing come from people facing evictions, living in cars, garages or other substandard conditions, who are unable even to apply for public housing because waiting lists are closed.

Senior Housing. None of the City's senior housing projects report any vacancies. There is a two- to three-year waiting list at Steinbeck Commons, and applications have not been accepted in eighteen months.

5.3 HOUSING DEMAND

The assessment of need in the Housing Element must consider the City's role in meeting regional housing demand, especially demand for affordable housing. The State Housing Element Guidelines establish a system of providing each locality with an identification of its "fair-share allocation" of regional need by income group.

Housing Needs Determination

Salinas' regional fair-share allocation is presented in AMBAG's Regional Housing Needs Report 1980 to 1990, which was adopted March 14, 1984. Needs determinations were prepared for Monterey and Santa Cruz counties, their incorporated cities, and total unincorporated area for each county. Based on the current distribution of lower-income households, the AMBAG distribution seeks to "avoid further impactation of localities with relatively high proportions of lower-income households" by sharing a more even distribution of households in different income groups.

The basis of the AMBAG "fair-share" figures is a jurisdiction's proportion of low-income households relative to the distribution of households by income category elsewhere in the region. With 42 percent low-income households, as compared with 41.3 percent in the region as a whole, Salinas is classified as impacted. In 1990, 15,349 low- and very-low-income households are expected to live in Salinas, an increase of 34 percent during the decade. During the same period, market-rate households are expected to increase by 41.8 percent. These figures are presented by AMBAG to assist localities in planning for housing that will meet the needs of all new households. The following table shows housing need by income group according to AMBAG.

AMBAG's forecast for new construction need identified a need for 11,389 new units in Salinas during the period 1980-90, an average of 1,139 per year. From 1980 to 1987, 4,405 units have been produced, resulting in a remainder of 6,984 units to be added before 1990 in order to meet the AMBAG needs projections.

AMBAG's Housing Needs Determination for the period 1980 to 1990, shown below, contrasts AMBAG's projected need with actual housing production figures:

	Very-Low- Income Households	Low- Income Households	Moderate- Income Households	Above- Moderate- Income Households	Total
Housing Need: 1980-90	2,870	1,834	2,414	4,271	11,389
Need Met: 1980-87	311	1,804	1,230	1,060	4,405.*
Remaining Need	2,559	30	1,184	3,211	6,984

* January 1, 1980 - June 30, 1987

If the General Plan population holding capacity of 163,000 were to be reached by 2005, the average annual growth rate would be 3 percent, and about 1,000 additional units would be needed each year. At a 1.8 percent growth rate, about 780 units would be needed each year. Construction trends in the last 10 years indicate that growth rate has fluctuated between 0.4 percent and 5.0 percent.

Table 20 notes the distribution of household income by group in 1980 and 1990.

TABLE 20
SALINAS HOUSEHOLD DISTRIBUTION BY INCOME GROUP: 1980-1990

	Very Low		Low		Moderate		Above Moderate	
	No.	%	No.	%	No.	%	No.	%
1980	6,754	25	4,720	17	15,383			58%
1990	9,365	25	5,984	16	7,879	21	13,936	37

Source: AMBAG Regional Housing Needs Report, adopted March 1984.

6. ABILITY TO MEET HOUSING NEEDS

State Housing Element Law requires including an analysis of potential and actual governmental and nongovernmental "constraints upon the maintenance, improvement, or development of housing for all income levels." This section describes those constraints, and Section 6 of the General Plan includes policies relative to the reduction or elimination of constraints identified.

6.1 GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

Land-Use Controls

The Salinas General Plan and zoning ordinance establish the locations where housing can be built, housing density, lot size, setbacks and required site improvements. Land-use controls can be viewed as a constraint in that they determine the amount of land to be developed for housing and establish a limit on the number of units which can be built on a given site. Zoning ordinance revisions adopted during the General Plan review process established density limits for the first time in apartment zoning districts; this was done expressly to respond to community desires for more specific regulations that would improve the quality of development.

The General Plan forms the basis for the City's zoning. The 24,000 units that could be added under the Plan will accommodate a population of 164,000.

Thus, it appears that the Plan is unlikely to constrain growth. Overall densities in new growth areas will be 6.3 units per acre under the Plan with a unit mix as follows: 55 percent single-family detached, 10 percent medium density and 35 percent high density. The Plan policy calling for 55 percent single-family units in new development areas is intended to maintain the current citywide mix of unit types. If the market cannot absorb this single-family share, the policy would function to limit the rate of growth. For further discussion see Land Use Element Policy 3.3.K.

Lack of clear development regulations may impede housing construction. For example, the "U" (unclassified) zoning district used extensively in Salinas is without standards and requires public hearings for the issuance of residential permits that could otherwise be constructed as permitted uses, requiring less time for project review and approval.

Annexation and Agricultural Preservation Policies

Land scarcity that has contributed to high housing prices in the 1980s has been due in large part to the agricultural preservation policies of Monterey County, Monterey Local Agency Formation Commission (LAFCO), and the City of Salinas. Extended review and negotiation has preceded action on annexation requests. Salinas can grow only by converting agricultural land, but many residents in both the cities and unincorporated areas believe that agriculture should have priority over housing.

Currently there is an adequate supply of annexed land, but the recently annexed area does not yet have all approvals and infrastructure needed to allow housing construction to begin. The current shortage of sites available for construction and the long period between initiation of annexation requests and availability of building permits contributes significantly to high land prices. Long lead times are necessary when annexing land to meet housing needs; several years are needed from initial proposal to occupancy of residential projects.

Development Fees

Since the passage of Proposition 13 in 1978, which both reduced property tax revenues and limited alternative financing mechanisms, cities have increasingly passed on the cost of capital improvements directly to new development in the form of fees.

General obligation bonds requiring two-thirds voter approval, although re-authorized in June 1986, are not widely regarded as an alternative to fees. The cost effects of fees are widely debated. In theory, fees should reduce the price a developer can pay for land. In an area where all jurisdictions charge similar fees, the cost is more likely to be born by the housing consumer. The price of resale homes that paid no fees also increases by the amount of the fees to maintain the market's perceived worth in relation to new housing.

Salinas, like most California cities, charges substantial fees for capital improvements and for the services of city staff through the project review process as well. Table 21 itemizes typical residential development fees for single-family detached housing and apartment units. The table shows fees paid to the City and fees paid to the School District and the Monterey Regional Water Pollution Control Agency. In the examples shown, fees amount to 6 percent of the value of the single-family unit and 9 percent of the value of the apartment unit. A one-bedroom apartment with the same floor area would pay about \$1,000 less in fees than the two-bedroom unit.

The City's ordinance establishing development impact fees (Ordinance No. 1847) provides for exempting "governmentally assisted low-income housing units" from a portion of development fees. Under the ordinance, such exemptions are to be granted at the discretion of the City Council. To date, no exemptions from development fees have been requested or granted.

While Housing Element policies seek to remove constraints to the production of affordable housing, policies in the parks, public utilities and land-use elements which establish standards for quality of development and procedures for funding new improvements, result in continued reliance upon, and in some cases increased use of fees. Housing Element policies in Section 6.3 of the General Plan seek to strike a balance between these aims.

TABLE 21
TYPICAL RESIDENTIAL DEVELOPMENT FEES

	Single-Family Detached Unit	Apartment
Bedrooms/bathrooms	3/2	2/1
Sq. Ft. Dwelling	1,500	750
Garage	400 sq. ft.	none
Value of Improvements (calculated for determination of fees)	\$68,030	\$28,650
Fees		
Building Permit	\$675.00	\$375.00
Plan Check	325.00	180.00
Energy Regulation (plan check)*	75.00	42.00
Seismic Fee*	5.00	2.00
Park Fee (\$376/bedroom)	1,128.00	752.00
Street Tree Fee (\$130/60' frontage)	130.00	n/a
Sanitary Sewer (\$203/bedroom)	609.00	406.00
Storm Sewer (\$219/bedroom)	657.00	438.00
Traffic Impact Fees (\$97 per trip)	970.00	640.00
School Impact Fee (\$1.50/sq. ft.)*	2,250.00	1,125.00
Regional Sewer Hookup*	1,240.00	1,240.00
TOTAL	\$8,064.00	\$5,200.00
Fees per square foot	\$5.38	\$6.93
Estimated market value of property	\$130,000.00	\$60,000.00
Fees as percent of estimated market value	6%	9%
City fees, subtotal	\$4,494.00	\$2,791.00
City fees, as percent of estimated market value	3%	5%

Source: Salinas Community Development Department; Blayney-Dyett

* Fees set by agencies other than the City.

Building Codes

Residential construction is subject to numerous code requirements that frequently are revised, usually resulting in cost increases. The California Energy Code, the City's Fire Sprinkler Ordinance, State Title 24 regulations relating to accessibility for handicapped persons, and seismic safety requirements are some of the regulations that have contributed to increased housing cost during recent years.

Permit Processing Times

Permit processing for discretionary approvals for residential projects typically takes from two to four months if no extensive environmental review is required. If an environmental impact report is required, the approval process can take four to six months longer. If a project is deemed to be noncontroversial, discretionary permits can be fast tracked within 30 days; this is followed by a 10-day appeal period.

City policies require time for review and processing of use permits and PUDs, and occasionally for extensive public hearings. However, permit processing and development-review times are not at the sole discretion of the City. State and federally mandated procedures determine time required for portions of the process. Foremost among these are environmental review processes that, by law, must include certain periods for notification and review. In addition to increasing the length of time for consideration of proposed projects, the cost of preparation of environmental documents is charged to the applicant.

Additional permits required from other agencies, including the Monterey Regional Water Pollution Control Agency (MRWPCA), increase cost of development.

6.2 NONGOVERNMENTAL CONSTRAINTS

Public Opposition to Housing Additions

Public involvement in planning issues has increased dramatically in Salinas since the adoption of the 1982 Housing Element. A primary reason has been dissatisfaction with the quality of residential development. To a great extent, public comment focused on opposition to increased housing density, especially in East Salinas, where older one-story, single-family detached units have been replaced by two-story apartments covering up to 55 percent of their sites.

Increasingly, there is opposition not just to increased densities in locations characterized by a high incidence of overcrowding and housing condition problems, but in other infill locations as well. An example is an Alvin Drive project that was approved for condominiums following initial approval of a tentative map for single-family units. A neighborhood group has threatened litigation.

Public concern about housing additions has been increased because of difficulties in providing the desired level of urban services. School overcrowding and availability of sewer capacity are foremost among these.

Availability of Urban Services

Although the number of new sewer hookups for multifamily and single-family units will be limited until 1990, the number of hookups available could allow for a growth rate of 3.5 percent, which is greater than the 2.3 percent growth rate that the city experienced from 1980 to 1986.

Sewer hookups are limited in order to maintain consistency with the growth rate assumptions contained in the Air Quality Plan for the Monterey Bay Region adopted by the Monterey Bay Unified Air Pollution Control District in September 1982. Revision of the Air Quality Plan will be completed by the end of 1989 and it is anticipated that the new growth rate assumptions will not limit the availability of sewer hookups for new construction, although the capacity of the plant will limit the number of hookups.

Cost of Financing

Mortgage interest rates will continue to play a major role in determining the affordability of housing. Table 22 illustrates the effect of interest rates on housing prices affordable by low- and moderate-income households. The "buying power" of low- and moderate-income households would drop considerably if mortgage interest rates were to rise to 15 percent.

Below-market-rate mortgages are available to some individuals through the FHA, VA and California Veterans programs. However, there has been local lender resistance to FHA financing. Furthermore, the purchase price "caps" on FHA, VA and Cal Vet loans are too low for the Salinas market.

Other factors making home financing more difficult include changes in the industry making mortgage insurance more expensive and less available. It is also difficult to obtain financing for houses with no foundation. Finance companies, however, cannot be expected to solve the problem. The solution lie in City policies such as requiring demolition or offering financial assistance to construct a foundation.

The 1986 Tax Reform Act reduced the attractiveness of both real estate investment and tax-exempt bond financing by reducing marginal tax rates, lengthening depreciation schedules, eliminating capital gains exemptions, increasing excise taxes for bond projects, tightening installment sale rules, and generally reducing real estate tax shelters. These factors may discourage some housing construction, especially rental and low-income units, causing rents to rise until they approximate the after-tax net profit realized by the investors before the 1986 Tax Reform Act. The Act does include a tax credit of up to 9 percent for the production of affordable housing; this credit program is scheduled to expire in 1989.

TABLE 22
MORTGAGE INTEREST RATES AND HOUSING COSTS

Income Group (upper limit)	MAXIMUM AFFORDABLE PURCHASE PRICE ^a	
	Interest Rate 10 Percent	15 Percent
Low Income (80% of median) - \$24,500	\$78,500	\$54,500
Moderate Income (120% of median) - \$36,700	117,600	81,600

- a. Assumes 30 percent of income available for housing cost, 10 percent of which goes to housing costs other than mortgage; 30-year fixed-rate loan; 20 percent down payment; mortgage rates as specified. Income limits for family of four.

6.3 HOUSING PRODUCTION TRENDS

The 1982 Housing Element (based on the 1976 Special Census) reported that more than 4,500 very-low-income, 900 low-income, and 400 moderate-income households were paying more than 30 percent of income for housing, generally considered an indication of overpayment. The difficulty moderate-income households have in purchasing first homes is identified as a problem in the 1982 Housing Element.

Annual new-construction goals established by the 1982 Housing Element are: 365 lower-income units, 280 moderate-income units, and 410 above-moderate-income units. In 1985, the total new-construction goal of 1,055 units per year was met for the first time since adoption in February 1982 (see Table 23). Housing construction in 1986 also met Housing Element goals, with the addition of 1,071 units.

Density Bonus Program. In 1984, the City implemented a density bonus program for low-income housing. Seven projects have been approved for density bonuses in return for reserving units for low- and moderate-income households. These projects will provide 81 units at rents affordable by moderate-income households for at least 10 years, as well as eight single-family homes reserved for low- and moderate-income home buyers.

Multifamily Bond Program. A multifamily rental housing mortgage revenue bond program developed in accordance with state and federal regulations for "80/20" programs was adopted by the City Council in July 1983. This bond program is designed to be self-supporting through the imposition of fees paid by developers at the time of bond issuance.

The primary objective of Salinas's multifamily bond program is to encourage the construction of new rental housing. Federal and state bond regulations require a portion of tax-exempt, bond-financed projects be reserved for low-income

families. Current set aside rules require that 20 percent of units are affordable to households earning 50 percent or less of median, or 40 percent of units are affordable to households earning 60 percent or less of median income.

As of August 1987, the City has issued \$26.8 million in mortgage-revenue bonds to finance four projects under this program. Of the 632 units financed, 127 have been reserved for low-income households.

TABLE 23
HOUSING ADDITIONS
DECEMBER 1980 - DECEMBER 1987

Year	Total Units	Net Change	Annual Increase
1980	27,607	649	2.4%
1981	27,779	172	.6%
1982	27,891	112	.4%
1983	28,259	368	1.3%
1984	28,903	644	2.3%
1985	29,978	1,075	3.7%
1986	31,049	1,071	3.6%
1987	31,928	879	2.8%

Source: Salinas Department of Community Development; Blayney-Dyett.

Aid to Nonprofit Developers. CHISPA has been allocated approximately \$2 million by the City for the development of low- and moderate-income housing and for economic development activity in Hebbbron Heights, an economically depressed area. Through loans and grants, some \$1 million has been made available specifically for housing. Since 1982, CHISPA has constructed 188 housing units in Hebbbron Heights; all but 30 units are for low-income households. Total valuation of CHISPA housing projects exceeds \$13 million. In addition to direct financial assistance, the City has provided CHISPA with bond financing and technical assistance, as well as employing powers of eminent domain to assist with site assembly.

Housing Rehabilitation. Currently all City-sponsored housing rehabilitation is provided through federal grants. Continued funding of these grants is tenuous given serious attempts by the federal government to eliminate them. Planning is

made more difficult by the change from multi-year to single-year appropriations for CDBG funds, a return to the previous categorical grant procedures that CDBG was designed to correct. In an attempt to provide long-term funding resources for rehabilitation, staff is looking to the implementation of a direct-loan program whereby repayments would be recycled into additional loans.

State rehabilitation financing programs are quite limited and increasingly geared to narrowly defined special-purpose programs. Staff will continue to investigate housing rehabilitation funding from all appropriate agencies.

From 1982 to mid-1987, 384 units were assisted with rehabilitation grants and 164 units were assisted with rehabilitation loans. Owner-occupied recipients have to be low income; for rental properties, 51 percent of units must be occupied by low-income households for ten years.

Public Housing. The Housing Authority of the County of Monterey is also active and has built 270 units in the city since 1982. Most of these units were built with HUD funds.

6.4 HOUSING PRODUCTION COMPARED TO 1982 HOUSING GOALS

Table 24 shows a summary of units built in Salinas since 1980 compared with the housing goals stated in the 1982 Housing Element. During the five-year period, 1982-87, approximately 1,700 units were built for low-income households, almost meeting the 1982 goal of 1,825 for this period.

It is difficult to calculate the number of units built for moderate-income households where units are not assisted, or built under the density bonus rules. An apartment survey conducted in January 1986 by the Community Development Department indicates that about 61 percent of units built since 1982 were affordable by low-income households and 39 percent were affordable by moderate-income households.

The proportion of owner-occupied units affordable by moderate income households is difficult to calculate. Median house prices and an analysis of house prices sold under the multiple listing service indicate that about 50 percent of new and resale owner-occupied units are affordable to moderate-income households. It has been assumed that 20 percent of new units are affordable by households earning 120 percent or less of median income. The total number of units affordable to moderate-income households produced in the five years to 1987 is less than the 1982 Housing Element goal of 1,400 units, as is the number of units affordable by households earning above moderate income. This is due in part to the very slow rate of housing growth during 1982 and 1983, a period of high interest rates and economic recession. Table 23 shows that the rate of annual increase in housing units has risen substantially since 1983.

TABLE 24
SUMMARY OF ASSISTED AND PRIVATE MARKET
HOUSING DEVELOPMENT, JANUARY 1980-JUNE 1987

Sponsor	Housing Affordable By:			
	Very Low- Income Households	Low- Income Households	Moderate- Income Households	Above Moderate- Income Households
<u>January 1980-June 1982</u>				
City of Salinas			10	
Monterey County Housing Authority		129		
Private Market (no subsidy)				
- Single-family ^b			38	151
- Multifamily ^c		278	177	
Subtotal (1980-82)		407	225	151
<u>July 1982-June 1987</u>				
City of Salinas				
- Community Development	31	108		
Density Bonus		4	85	
- Redevelopment Agency Bonds	175			
Monterey County Housing Authority	105	166		
CHISPA		83. ^a	30	
Private Market (no subsidy)				
- Single-family ^b			227	909
- Multifamily ^c		1,036	663	
Subtotal (1982-87)	311	1,397	1,005	909
1982 Housing Element Goal		1,825	1,400	2,050
TOTAL (1980-1987)	311	1,804	1,230	1,060

- a. A further 75 units in Las Casas de Madera are included in the Redevelopment Agency total.
- b. 20 percent of new units assumed to be affordable by moderate-income households.
- c. An apartment survey conducted in January 1986 by the Salinas Department of Community Development shows that of the 284 units in 10 projects built since 1982 that were surveyed, 61 percent were affordable by low-income households and 39 percent were affordable by moderate-income households. These percentages were applied to the private market apartment units built during the period 1980 to 1987.

6.5 LAND AVAILABLE FOR HOUSING

The General Plan preparation process has included review of all vacant unsubdivided land without development approvals. Table 25 accounts for all the sites suitable for more than 100 units expected to be available for development by 1993. Following General Plan adoption, residential sites will be rezoned in conformance with Plan designations.

Dwelling unit figures are approximate, based on the General Plan Map and Land Use Element policies; they do not represent entitlements. Development approved but not yet constructed could add approximately 3,200 more units to the housing stock.

Rental Housing

Rental housing sites will be available both in the new development areas and in infill sites. Land Use Element policies for the new development areas require a mix of development including 35 percent multifamily units. During the 20-year planning period about 11,000 multifamily units will be added by the Plan, depending on the availability of infrastructure, the attainment of environmental goals, and other goals and standards addressed throughout the General Plan.

Manufactured Housing

Manufactured housing is a term which refers to factory-built housing and includes mobile homes. Manufactured housing units may be fully constructed off-site, or may require considerable on-site construction. Manufactured housing is permitted at any location subject to the same standards and approval processes of any other housing type permitted under the General Plan and zoning regulations.

Senior Housing

State law requires that a density bonus allowing 25 percent more units than permitted under the General Plan be granted for projects with 50 percent or more units designated for seniors. Housing Element policy 6.2.K may allow a larger density bonus for senior projects in appropriate locations.

Housing for Transient (Homeless) Persons

Shelter, food and social services for the homeless are currently located on Soledad Street in the downtown. In August 1987, the Salinas City Council renewed the lease for the Swinging Door for two years. Plan policies support efforts to provide additional emergency shelters and housing for the homeless. The Central City residential land use designation, as well as allowing conventional high-density housing, also allows single room occupancy hotels and shelters for the homeless.

TABLE 25
MAJOR HOUSING SITES PLANNED TO BE AVAILABLE BY 1993

Project Name	Gross Acres	Single-Family Units	Multifamily Units	Comments
1. West Area of North/East Area	519	1,635	880	Project area outside city limits, but part of the North/East Salinas Land Use Plan, and annexation is anticipated. Fire protection is the only City service currently provided. Project EIR certified.
2. Central Area of North/East Area	483	1,650	2,564	Tentative approvals currently exist for 1,000 including 650 low- and medium-density units. Project area within city limits. Site zoned "U", unclassified.
3. East Area of the North/East Area	331	1,122	917	Project area within city limits. No maps currently submitted, but developer has prepared preliminary plan. Site zoned "U" unclassified.
4. Sconberg Ranch Area	160	1,250	700	Project area outside city limits; availability by 1993 uncertain.
5. Rossi Rico	64	270	186	Project area inside city limits; zoned R-1 and U. Area has services and utilities.
6. Quattrin	73	-	300	Project outside city limits, next to Boronda.
TOTAL		5,927	5,547	

- a. Approvals have been granted on sites not listed in this table having a capacity of 3,200 units.
- b. Unit assumptions are approximate based on the General Plan map and Land Use Element policies. They do not represent entitlements. All low-density acreage and a portion of medium density acreage is counted as single family; balance is counted as multifamily.
- c. Smaller infill housing sites with capacities less than 100 units will add approximately 300 units over the 20-year planning period. These sites are currently available for development.
- d. All multifamily sites are appropriate for rental housing. (126-t3.10)

7. HOUSING PROGRAM

See Salinas General Plan, Section 6, Housing Element Program Policies.



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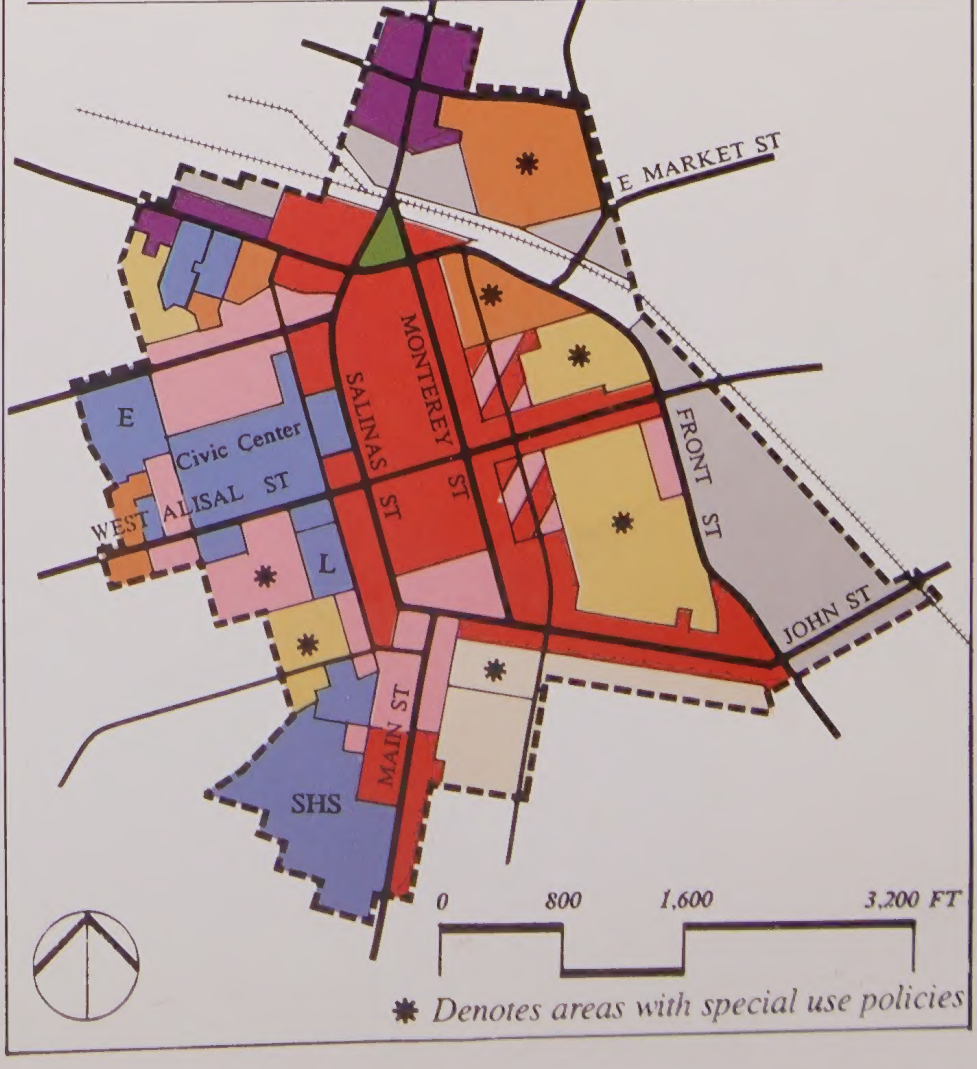


November 1988 SALINAS GENERAL PLAN

- RESIDENTIAL - LOW DENSITY**
(1-8 units/net acre; average 4.25 units/gross acre)
- RESIDENTIAL - MEDIUM DENSITY**
(8-15 units/net acre; average 8 units/gross acre)
- RESIDENTIAL - HIGH DENSITY**
(15-24 units/net acre; average 14.4 units/gross acre)
- RETAIL**
- ARTERIAL FRONTAGE**
- OFFICE**
- BUSINESS PARK**
- GENERAL COMMERCIAL / LIGHT INDUSTRIAL**

- GENERAL INDUSTRIAL**
- PARKS**
- PUBLIC / SEMIPUBLIC**
(Public Schools denoted by E for Elementary, JHS for Junior High School and SHS for Senior High School; Libraries denoted by L)
- OPEN SPACE**
- AGRICULTURE**
- FREEWAY**
- NEW INTERCHANGE**
- ARTERIAL (Proposed)**
- COLLECTOR (Proposed)**
- EXPRESSWAY (Proposed)**

CENTRAL CITY INSET



1801-1810

1811-1820

1821-1830

1831-1840

1841-1850

1851-1860